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ABSTRACT

The biennial WICHE Legislative Work Conference sought to determine how State legislators and officials conceived the major needs and issues of postsecondary education in the West and to reach some consensus as to the relative importance of those issues and needs vis-a-vis each other. The final results of this approach, using the Delphi technique, are presented in the first section of this publication. It is hoped that they will prove helpful to the participants in their consideration of educational problems in their own States. The three papers that were presented at the conference are printed in this document. They dealt with the need for future planning, the pros and cons of tenure, and summaries of the National Commission on the Financing of Postsecondary Education. Forecasts of changes in postsecondary education and WICHE's future role are also included. This publication is to be distributed to all legislators and college and university presidents in the West. Its purpose is to call attention to some of the future needs of postsecondary education in the next decade. (Author/PG)

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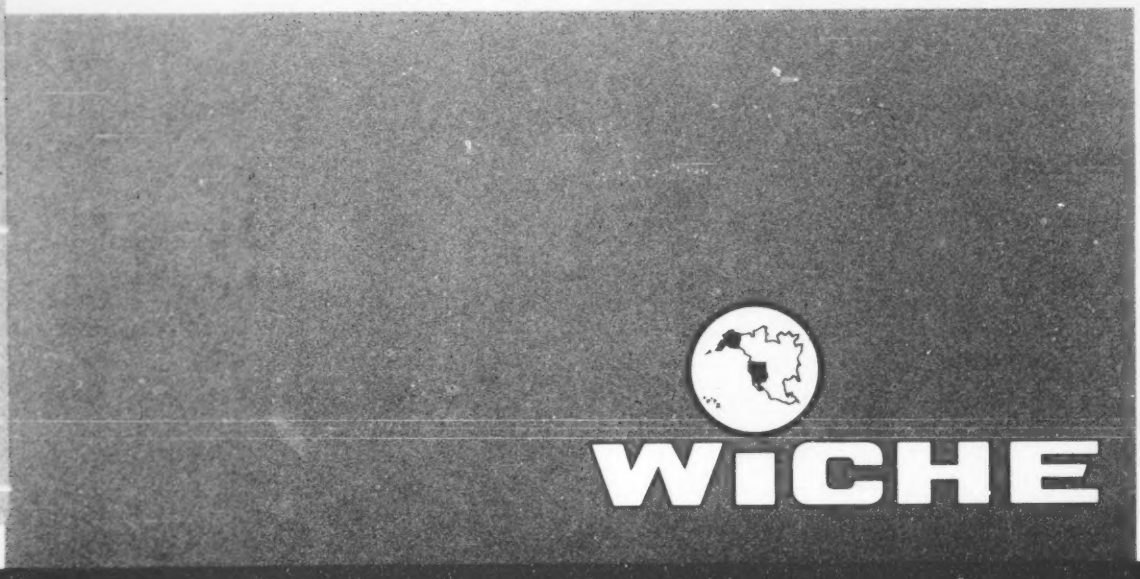

WICHE

ISSUES AND NEEDS OF POSTSECONDARY EDUCATION IN THE WEST:

A Legislative WICHE Inquiry

WESTERN INTERSTATE COMMISSION FOR HIGHER EDUCATION

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WICHE

WICHE is a public agency through which the people of the West work together across state lines to expand and improve education beyond the high school.

HISTORY:

- was created to administer the Western Regional Education Compact, which has been adopted by the legislatures of all the 13 western states.
- was formally established in 1951, after ratification of the Compact by five state legislatures; program activities began in 1953.

ORGANIZATION:

- is composed of 39 Commissioners, three from each state, appointed by their governors; they serve without pay.
- is served by a small professional staff, supplemented by consultants, councils, and committees.

PURPOSE:

- seeks to increase educational opportunities for western youth.
- assists colleges and universities to improve both their academic programs and their institutional management.
- aids in expanding the supply of specialized manpower in the West.
- helps colleges and universities appraise and respond to changing educational and social needs of the region.
- informs the public about the needs of higher education.

PROGRAM AND PHILOSOPHY:

- serves as a fact-finding agency and a clearinghouse of information about higher education and makes basic studies of educational needs and resources in the West.
- acts as a catalyst in helping the member states work out programs of mutual advantage by gathering information, analyzing problems, and suggesting solutions.
- serves the states and institutions as an administrative and fiscal agent for carrying out interstate arrangements for educational services.
- has no authority or control over the member states or individual educational institutions; it works by building consensus based on joint deliberation and the recognition of relevant facts and arguments.

FINANCES:

- is financed in part by appropriations from the member states of $28,000 annually; the states also contribute $7,500 each to participate in a regional program in mental health, mental retardation, special education, corrections, rehabilitation, and the helping services.
- receives grants and contracts for special projects from private foundations and public agencies; for each dollar provided by the states during Fiscal Year 1974, WICHE will expend approximately $11 from nonstate sources; in the past 18 years, grant and contract commitments have exceeded $29 million.

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1972-73	**Dr. Roy E. Lieuallen**	Chancellor, Oregon State System of Higher Education
1973-74	**Dr. Glenn Terrell**	President, Washington State University

(Title listed indicates position at time of election to chairmanship.)

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ISSUES AND NEEDS OF POSTSECONDARY EDUCATION IN THE WEST:

A Legislative / WICHE Inquiry

Proceedings of the
Legislative Work Conference on Higher Education

Edited by
Robert H. Kroepsch and John M. Cohen

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May 1974

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Foreword

The purpose of the biennial WICHE Legislative Work Conference is to provide a forum for topics of mutual concern and to strengthen communications and understanding among western legislators, government officials, and educators. Toward this end, such conferences have focused on topics as varied as campus unrest and modern university management techniques. In the past, the format of these meetings has been based on papers presented by outside consultants and WICHE staff members.

WICHE's Eighth Legislative Work Conference was different. The events of the last decade and the changing attitudes of students, faculty, administrators, and a host of government officials have created uncertainties in the future of postsecondary education. The task of WICHE is to provide programmatic solutions to the needs of the West as a region. But because the thrusts and emphases of the future are so fluid, WICHE decided that this conference offered a timely opportunity to listen to one of its most important constituencies — legislators and state officials. So, in contrast to the more directive efforts of past conferences, this conference focused on the opinions of the participants.

Specifically, using a social research approach known as the Delphi technique, WICHE sought to determine how state legislators and officials conceived the major needs and issues of postsecondary education in the West and to reach some consensus as to the relative importance of those issues and needs vis-a-vis each other. The final results of this approach are presented in the first section of this publication. It is hoped that this will prove helpful to the participants in their consideration of educational problems in their own states. It will certainly help the WICHE Commissioners to guide and shape WICHE'S future program development.

Three papers were presented at the conference. They were designed to stimulate thought and imagination, not to persuade. WICHE is grateful to Senator Lynn Newbry, Dr. Sterling McMurrin, and Dr. Ben Lawrence for these contributions, which are printed herein.

The conference was held in Phoenix, Arizona, in December 1973. There, for three days, more than 175 of the West's leading decision makers in government and higher education probed, discussed, and traded opinions on the future of postsecondary education. The interchange of viewpoints occurred both in the official meetings and in informal conversations when the conference was not in session. The fruits of these discussions are set forth in the pages of these proceedings. We feel that they not only provided WICHE with the thinking of one of its major constituencies, but that they also led conference participants to deeper reflection about the future needs of postsecondary education in their home states.

We would like to extend our special thanks to all those who took time from their busy schedules to participate and to those who helped by chairing the discussion groups.

This publication is to be distributed to all legislators and college and university presidents in the West. We hope it will help call attention to some of the future needs of postsecondary education which will be their joint concern in the next decade.

Robert H. Kroepsch

Robert H. Kroepsch
Executive Director
Western Interstate Commission
for Higher Education

Overview of the Conference

WICHE's Eighth Legislative Work Conference was held in Phoenix, Arizona, from Sunday afternoon, December 9, 1973, to Tuesday noon, December 11. During that time, more than 175 state legislators, state officials, educators, WICHE Commissioners and staff concentrated on the future of postsecondary education in the West and the principal needs and issues related to that future.

The conference began during the registration period on Sunday afternoon. While participants were settling into the hotel, and picking up their materials, WICHE Commissioners and staff were available in the Convention Lobby to discuss WICHE programs and activities. In addition, a special slide show on the WICHE Student Exchange Program was presented several times during the afternoon.

The first session was opened at a dinner meeting by Commissioner William E. Davis, Vice-Chairman of WICHE, and President, Idaho State University. Greetings from the Commission were brought by Dr. Richard A. Harvill, President Emeritus, University of Arizona, and from the State by Sam Flake, a former Arizona legislator, representing Governor Jack Williams. Then keynoter Senator Lynn Newbry of Oregon enumerated some of the uncertainties faced by postsecondary education in the West and the importance of approaching the problems with thoughtful cooperative planning.

The participants already had an idea of what their role would be for the next two days, for they had been thinking about the problems in their own states long before registration. Most had already taken part in two rounds of the future-forecasting Delphi survey, which was to become the backbone of the Conference. In the first round, each had sent in a list of what he or she thought were the five most crucial issues and needs facing the state. In the second round, each had rated a consolidated list of all the first-round responses. This round of 67 items had been completed just before the Phoenix meeting and had been statistically analyzed in order to determine what issues of postsecondary education most concerned western legislators.

The priority items according to the preliminary Delphi results were centered on administrative questions, particularly planning, evaluation, and cost-benefit analysis. But among the other top items were needs and issues related to declining enrollments, transfers of credits, tenure and unionization, minority inclusion, community colleges and vo-tech centers, curricular revisions, high school counseling, manpower in allied health fields, interinstitutional cooperation, improvement in the quality of teaching, federal funding policies, corrections, continuing education for professionals, and a host of other subjects.

When the second session began early Monday morning, the participants joined their assigned small discussion groups and analyzed a selected number of these needs to develop ways in which they might be met. They also evaluated each need in terms of the future and the problems the needs might create if left unattended. All in all, some 40 of the 67 items were discussed in this manner.

Although the small-group discussions continued throughout the day, they adjourned for lunch and listened to Dr. Sterling McMurrin, Dean of the Graduate School, University of Utah, and former U.S. Commissioner of Education, present a paper on *The Pros and Cons of Tenure*. Comments on his paper were then offered by three western legislators: Senator Joe Shoemaker of Colorado, Representative Lenton Malry of New Mexico, and Senator Gordon Sandison of Washington.

Late in the afternoon, when the groups disbanded to talk further with WICHE Commissioners and staff in an informal environment, each group chairman drafted a report which summarized the discussion of his group. During the evening, staff members correlated and condensed these reports. The following morning, the summaries were reported to the entire conference by staff members Dr. Kevin P. Bunnell; Robert Stubblefield, M.D.; and Gordon Ziemer.

After listening to the reports and debating some of the points, participants completed round three of the Delphi survey. They answered the question: "How important do you believe each need is in the West?" Later at lunch, Dr. Ben Lawrence, Executive Director of the National Commission on the Financing of Postsecondary Education, and Associate Director of WICHE, presented a *Summary of the Findings and Proposals of the National Commission on the Financing of Postsecondary Education in the United States.*

Dr. Glenn Terrell, President, Washington State University, and WICHE Chairman, adjourned the meeting, expressing the hope that the conference helped regional cooperation among western legislators and educators with the aim of meeting the educational challenges of the future.

Presiding Officers

Opening Dinner Session:

Dr. William E. Davis

President, Idaho State University
Vice-Chairman, WICHE

Luncheon Session:

Senator Richard R. Jones

WICHE Commissioner
Wyoming

Plenary Session:

Dr. Roy E. Lieuallen

Chancellor, Oregon State System of Higher Education
Immediate Past Chairman, WICHE

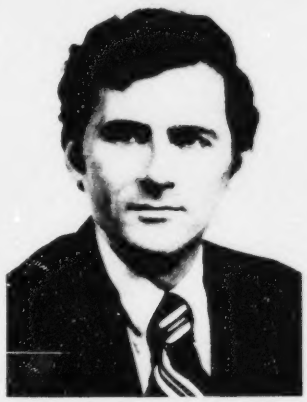
Closing Luncheon Session:

Dr. Glenn Terrell

President, Washington State University
Chairman, WICHE

Legislators and Postsecondary Education in the West

Summary Based on Legislative Survey Results and Conference Small-Group Discussions



Dr. John M. Cohen
Special Assistant for Program Development WICHE

For the first time ever WICHE has been able to have a sampling of the views of western legislators and state officials on the present and future needs of postsecondary education in the West. This information was produced by the legislative Delphi survey, which was the basis of the Legislative Work Conference and the small-group discussions held during the conference. What the next few pages hope to capture is the major themes that marked the conference and the varying viewpoints that surrounded those themes.

Education and the Legislature

A century ago westerners expected little help from their state and territorial governments. Men relied on themselves or a few friends to clear the forest, plant their fields, and build a new life in the frontier. Towns grew as a collective result of individual human initiative and rational self-interest. When territories became states, they were active in only such endeavors as maintaining the rough rural roads, providing fundamental education for settlers' children, and maintaining demographic records on birth, marriage, and death.

Even as late as 1920, state functions were simple in structure and few in number. They focused on the regulation of business and utilities, the enactment of laws governing commercial transactions and crime, the supervision of local government units, and the control of state colleges and universities. These more simple days are reflected in the fact that the combined revenues and expenditures of local government units far exceeded the budget of the state they were in. As far as higher education was concerned, relatively few people went to college or university. Local government units served the community by providing the one-room school with its minimal offerings of programs, frequently run by teachers who were poorly trained, underpaid, and largely inexperienced but often highly dedicated. Their primary goal was to teach a rural population the fundamentals of the three Rs and a few social skills.

Within the last fifty years all this has changed, and most rapidly within the last decade. During this period, the activities of states have expanded at a far greater rate than those of local government, and the latter have come to rely more heavily on the financial assistance of the states. In some cases they have surrendered local functions to institutions of state government. For example, most states now carry the burden of public welfare, a function that long ago was almost exclusively within the prerogatives of local units. As time went on, activities relating to water supplies, pollution control, and communication infrastructures came under state control by virtue of the inability of local units to find solutions to what are essentially state or regional problems. States are rapidly expanding their concerns to primary and secondary education, an area once financed primarily by local property taxes paid to the school district. Finally, state legislatures and officials have increased their influence by providing grants-in-aid to local units while maintaining control over financial resources and controlling the ability of local units to expand their own resource bases.

In short, state government has expanded as the problems of urban, industrial life overtook the rural society that flourished before the turn of the century. Today, the existence of a specialized, interdependent economy balanced between urban and rural concerns has led to the concentration of state budgetary resources on highways, education, natural resource control, health and hospitals, public welfare, and housing.

Let's look at education. Children who once left school at an early age to enter agricultural life now continue in school and look to the state to provide quality college or university education. Moreover, the simple education that prepared one for rural life is no longer adequate. Today, farmers and ranchers must deal with business law and modern agrarian technology. Now complex machines, computers, engines, and electronic equipment demand investment in technician training programs in many fields based on elaborate physical facilities. Perhaps most important, the goal of higher education is no longer limited to the wealthy or the exceptionally bright and has become a recognized goal of nearly everyone.

Today the field of education demands large commitments of manpower and fiscal resources. It is only one of many fields of state activity competing for limited state revenues. State legislators in particular bear the burden of this competition as they allocate public revenues to various fields. This function is time-consuming, intricate, and full of frustration. Legislators must master a number of substantive fields to establish their financing priorities and those of their constituencies. The scope of this burden ranges over such diverse state needs as transportation, public health, education, welfare services, economic regulation, and public safety.

Problems, Finances, and Solutions

Educators are well aware that state funds are limited and that education programs are in strong competition for funds with other areas of state responsibility. This is particularly well recognized at WICHE, an organization with a mandate to serve not one state, but thirteen. Recognizing that great changes have occurred in postsecondary education during the last decade and that resources should be expended in response to regional needs having the highest priority, the WICHE Commission is currently engaged in an effort to find and define priority needs.

The Delphi survey and the conference discussions yielded a wealth of information in this search. As expected, the range of discussion was broad and diverse. In order to give some systematic organization to all this raw data a number of need categories were produced. These categories are discussed in the rest of this summary.

The postsecondary education needs named in the survey doubtless constitute some of the principal areas in which states and their educational institutions should concentrate the efforts of their staffs and a substantial portion of their resources. Wherever appropriate in this effort, WICHE is ready to extend its aid. There may, of course, be other priorities not included in the material presented here. WICHE is actively searching for these needs through additional Delphi surveys in different sectors of society and through the activities of staff research and the ongoing deliberations of WICHE's Committee of the Future. This search is reflected elsewhere in these proceedings. One final point must be remembered. The areas covered here accurately reflect the concerns and priorities of those legislators who attended the Legislative Work Conference, but they are not necessarily definitive or all-encompassing.

Change and the Establishment of Postsecondary Education Goals

The two central themes of the Legislative Work Conference related to change and goals. Nearly all participants were aware that some long-established patterns of education beyond the high school have been altered by new social demands and conditions. Coupled with this recognition was the realization that the future is uncertain and that it is difficult to predict the postsecondary education trends of the next decade. But instead of waiting to react to future pressures generated by the process of change, most participants favored establishing goals that educators could use to guide and direct postsecondary education and to formulate a rational response to emerging needs and demands.

Most of the legislators were of the opinion that these goals should be based on the specialized knowledge of educators. However, a minority of legislators thought that legislatures should establish goals on their own initiative. They felt that postsecondary education should not be given any greater autonomy than other state-run activities, such as public welfare or public safety. Nearly all the legislators, however, agreed that if educators should fail to establish goals to guide their own future, the general public will eventually force the legislature to undertake that task.

After the recognition that the postsecondary education sector is undergoing change, that it is creating a number of problems demanding solution, and that solutions cannot be generated without a clear set of long-range goals, the task becomes one of determination of issues, problems, goals, and possible solutions. Conferees discussed a wide range of subjects that relate to this task.

Productivity and Accountability

It became clear during the conference that state

legislators want to be able to evaluate whether or not institutions of postsecondary education are economic, efficient, and productive. In particular, they want to be able to determine in some meaningful way whether the cost of supporting education is balanced by a desirable level of benefits and achievements generated by educational institutions for the state's students and general population.

The conference participants were of the opinion that in order to analyze productivity and to hold institutions accountable for their activities they must have relevant information. Numerous conferees commented that they did not believe their state legislatures were receiving sufficient information. Many went further to charge that frequently educators were reluctant to provide full disclosure of data needed by state legislators to make funding decisions. And their general feeling was that this information vacuum is common to all institutions of postsecondary education, from university graduate programs to vocational and technical centers.

Since legislators often benefit from the use of management tools in other fields of legislative activity, they want them for postsecondary education, too. In particular, they favor the development of a methodology for gathering and ordering information relevant to such subjects as enrollment projections, workloads, budgets, productivity, educational quality, and other concerns about performance in postsecondary education. The need for such information and techniques for evaluating it was raised again and again during the conference.

Most legislators feel that the application of basic performance-auditing techniques should be the responsibility of the institutions. Apparently, they simply want a means to assure themselves and their constituencies that the state education system is productive, efficient, meeting the taxpayers' needs, and serving the state to the fullest extent possible.

Legislators attending the conference were not fully satisfied with present management tools. If anything, they find them too complicated. Another problem is that few have access to adequate staff analysis and evaluation of data produced by such tools. Since many are willing to leave the complexities of performance auditing in the hands of educators, they are primarily concerned with having techniques that provide only the information essential to evaluate performance and accountability. That is, they want straightforward information evaluation techniques that do not require them to be systems analysts and that are easily acquired by freshmen legislators. On the other hand, they recognize and support the need to develop extensive management systems for internal use by postsecondary education institutions and state coordinating boards, and they support such development.

Finally, legislators expressed some pessimism about the ability of the postsecondary education apparatus to reorient toward accountability and productivity. But they do think that the statewide coordinating boards provide a key to increasing accountability. Legislators generally believe that the power of statewide boards over educational institutions should be increased, aided by new management information systems. In addition, they look to organizations like NCHEMS at WICHE to provide techniques for developing comparative information. In this regard, many conferees were concerned that if the benefit side of the cost/benefit equation were not made operational, there would be nothing to "performance audit." Participants continually pointed out the difficult problem of evaluating educational outputs, the relative quality of education, and the benefits education produces for the student and the community.

Duplication and Cooperation

Western legislators attending the conference were particularly concerned with unnecessary duplication of programs and institutional failure to take the initiative to terminate obsolete programs. *Unnecessary* is a key word here, for the participants recognized that a university requires a balanced community of disciplines to provide an atmosphere of creative interchange and to stimulate students in a variety of fields. What legislators are reluctant to see occur is the establishment of programs of great specialization that require costly facilities provided elsewhere in the state or region. They don't want funds spent for the duplication of facilities that are not in great demand. One example of such duplication is special library collections, and many legislators think their cost could be saved by increased interlibrary cooperation, networking, and expansion of regional library loan programs. Legislators also think graduate student exchange programs could free funds to meet other pressing institutional needs.

As for obsolete programs, general opinion was that low enrollment is not necessarily a sign that a program should be terminated. For example, a program with a few excellent students was thought by many legislators to be more desirable than a program with many unqualified students. Since this recognition raises difficult evaluation problems, most conference participants appeared reluctant to use their legislative power to terminate programs or to force curricular changes within specific units of postsecondary education. Nevertheless, the message was clear: increasingly, legislatures will expect postsecondary institutions to take the initiative in reevaluating programs to promote productivity and efficiency in course offerings. Some legislators in the small-group discussions made it quite clear that if reevaluations do not occur, legislators may feel forced to take it upon themselves or to grant such a mandate

to state coordinating boards. But such action was not generally seen to be in the interests of self-directed, autonomous, and diverse postsecondary education institutions; and conferees also hoped that educators would solve this problem through their own internal action. Legislators would welcome institutional initiatives in this area.

Relationship of Academic Freedom and Tenure

Over the two days of conference discussion, most legislators agreed that tenure as an institution needed to be drastically changed. Dissatisfaction with tenure was expressed in many ways. Legislators were of the opinion that the quality of teaching under the protection of tenure may tend to become indifferent and even to deteriorate. Also, they argued that tenure becomes a barrier to administrative flexibility and prevents the introduction of such educational reforms as innovative programs, the merging of existing ones, or the abolition of obsolete ones. In short, the future of postsecondary education depends on flexibility, and tenure in some ways is a hindrance.

Conference participants were reluctant to impose "tenure quotas" on institutions or departments. However, if no efforts are made by institutions to deal with this problem, some legislators will begin to demand that solutions be imposed by outside political fiat. Unions and collective bargaining were not favorably viewed as possible solutions to this problem. Many legislators believed these approaches might preclude more than minimal qualitative standards and would provide administrators with little help in dealing with possibly substandard faculty members.

Improved methods for evaluating faculty performance were desired by many conference participants. On this point, most thought that publishing and teaching were equally important. Specifically, they favored balance wherever possible. They recognized that some institutions were more research-oriented and others more teaching-oriented. Their basic concern was that the costs match the productivity. Although they were willing to leave decisions on productivity up to the institutions, they wanted to be able to study comparative productivity information. And since they thought teaching was important, they tended to be favorably disposed toward faculty development programs and continuing education for those in the teaching profession. Finally, many thought community service was as important as research in evaluating faculty performance.

Student Finances

Throughout the conference, concern was directed toward the related issues of student needs, tuition levels, and maintenance of educational opportunities. The discussion of these topics made it clear that legislators see students and parents as among their most important constituencies. They have given much thought to the difficult financial problems involved, and readily admit that, like educators, they have yet to develop a range of equitable solutions.

The majority of legislators began by supporting the need to continue low tuition levels in state-supported institutions, since the object is simply to provide learning opportunities to all the youth of the state, and not just those whose families have high financial income. However, many conferees were swayed by a number of cogent comments presented by their fellow legislators.

Specifically, some argued that higher tuitions at public schools were essential to keep private schools viable. Behind this view was the recognition that private schools not only provide different types of education desired by some state citizens, but also may be able to be more innovative or progressive since they are not subject to all the political pressures common to legislative funding. Those legislators who advocated higher tuition recognized the dilemma of the poor, and proposed compensation through increased scholarship and student loan programs. On the other hand, many legislators argued the need for alternative approaches, noting that higher tuition places greater financial burdens on the middle class, who constitute the bulk of students in state-supported postsecondary education. Others argued that private education could be given indirect aid. Most legislators agreed that additional research and analysis must be done before tentative solutions to this difficult problem can be reached. They welcomed Dr. Lawrence's report (printed here) as a major contribution toward clarification of the complex issues at stake.

Open Admission and Counseling

One specific problem that demanded attention was the transfer of credits. Because of the high mobility in American society, students may attend many different institutions. There is a need to insure that students can transfer earned credits (and more importantly paid for) from one institution to another institution. It was argued that legislatures have an obligation to the taxpayers to see that credits have a "common currency" valuation among institutions. Once again legislators indicated that institutional initiatives in this area would obviate the necessity for legislative intervention; however, people will appeal to legislatures if institutions are unwilling to work together in solving this problem.

Side by side with the issue of credit transfers are those of counseling and access. Better counseling is needed on what institution to enter and when and where to transfer. This question has a close relationship to finances, since many families suffer financial

losses when poorly advised students are led to the wrong school and subsequently fail or withdraw for lack of interest. Better counseling could certainly help to bring minority students and students from poor families into postsecondary education. Many legislators thought this problem was not only intrastate but also needed solution on a regional level.

The conference participants were particularly interested in the relationship between quality education and open enrollment. It was generally recognized that equal access requires student aid and that open enrollment requires increased counseling and tutorial help. Both of these requirements will lead to increased institutional pressures for available dollars. Some legislators thought open enrollment policies more appropriate and feasible at the community college level. If open enrollment were extended to colleges and universities, many legislators felt, growth limitations would become too difficult to manage. Others felt that the key lies in upgrading high school preparation and counseling and emphasized that open admissions should lead to better, not worse, high school preparation of all students. Better guidance of secondary students would promote greater equity when the time comes to make a choice about postsecondary education.

Finally, attention was given to the need to coordinate student financial aid programs and resolve the conflicting eligibility requirements of state and federal programs. Most legislators agree that eligibility requirements must be standardized, that there is a drastic need to coordinate state and federal funds. As one solution, many legislators proposed that federal funds going to postsecondary institutions should be controlled by the state coordinating bodies.

Public Service

Quite naturally, legislators feel institutions of postsecondary education should serve community needs. Most are in agreement that legislatures have the duty and the authority to convince institutions to become more involved in state and regional problems. Some think that the failure of many colleges and universities to serve the state has led to the rise in legislative funding popularity marking community colleges and vo-tech centers. This is because a large number of legislators believe the latter are serving community needs. Others believe that colleges and universities are doing a good job of serving the community but are deficient in responding to student interests and job market demands.

A more specific concern was how postsecondary education can provide greater opportunity to citizens of rural areas. There was division on this point. Some legislators believed that community colleges had filled this need; others did not. Those who wanted more responsiveness to community needs gave consideration to nontraditional approaches such as universities without walls, educational television, home study programs, and the like. No specific approaches were clearly favored, but many state legislators would welcome the development of innovative ways to carry higher education to rural populations.

Mental and Allied Health

There was general agreement among legislators that a wide range of efforts should be made to train professionals in allied health fields and in the human sciences. But there was some concern that the production of personnel be more manpower-determined, avoiding the training of people for nonexistent jobs. Specific interest was expressed in developing curricula that would allow more individuals to be trained as paraprofessionals and in maintaining programs for the subsequent rapid retraining of such persons for related work as manpower needs change.

Establishment of New Institutions

The general view of conferees was that the age of institutional expansion for colleges and universities was probably over. In particular, most held that the construction of physical facilities was no longer a priority and that it is now incumbent on legislatures to improve the quality of instruction and research by extending financial support for the acquisition of better professors and the provision of improved research facilities.

On the other hand, most participants believed that more community colleges and vocational-technical schools would be founded. The legislators appear anxious to be able to decide when and whether to expand such schools on the basis of established criteria and statewide or regional planning. In fact, some conference participants thought that state legislatures should establish state boards of regents for community colleges and vo-tech centers in order to have controlled priorities and avoid duplication. The legislators recommended the following criteria: review of the population base the area provides for the recruitment of students; evaluation of the actual need for such a school; and consideration of local community support and willingness to levy taxes to pay such schools.

Communications and Trust

State legislators are convinced that there is a pressing need to improve the communications process among postsecondary institutions, legislators, regents, state officials, and others. Continual concern with how to do this is reflected in the notes from the small-group discussions. While some participants discussed ways to establish communications channels and make them function, others spoke to the issue of what causes this communication gap. The principal cause was identified

as a lack of mutual trust. From the legislative point of view, the institutions they fund appear to cloak their operations in secrecy. As one legislator put it, "We want facts and not seats on the 50-yard line." Specifically, they wanted clear and accurate descriptions of expenditures and the elimination of general categories of spending in favor of more specific budget line items. But most legislators want to make it abundantly clear that while they want full disclosure, they do not want control. They believe communications will improve if educators appreciate this fully.

Conclusion

State legislators recognize that postsecondary education is in a state of uncertainty. While they freely admit that they have no definitive solutions to all current problems, they are anxious to participate in the inquiry and debate that lead to such solutions. It was this interest in participation that was a hallmark of the Legislative Work Conference.

The small-group discussions of the Delphi survey were diverse and freewheeling. The spirit was one of inquiry and debate among different viewpoints. Obviously, all of the legislators' views could not be presented in this brief summary. But they were heard and recorded by WICHE staff members and will be drawn upon as WICHE's Committee of the Future begins to address itself to many of the problems and needs identified by the legislators who participated in the conference and the Delphi survey. If these legislators are representative of the West, and this appears to be the case, then the following specific results of the Delphi should be of great interest to western educators, state officials, and legislators.

Priority Listing of Needs From the Legislators' Survey

The survey used a social research approach known as the Delphi technique to move toward a consensus on the issues and needs of higher education in the West. Legislators and state officials were asked to prepare a list of five major needs and issues they perceived. These lists were then consolidated into a questionnaire of 67 statements which participants were asked to evaluate on a 1-to-7 scale of importance. The questionnaire asked respondents to rank each statement only in regard to the needs in their states. The initial results of the first two rounds (the list of five statements and one 67-statement questionnaire) were used as the basis for small-group discussions at the Legislative Work Conference. After these in-depth considerations, a final round was completed.

The final round of the legislative Delphi asked conference participants to evaluate the same 67 statements on a 1-to-7 scale of importance. This time the thrust of the exercise was to have each statement evaluated on the basis of its importance as a need in the West as a whole.

This round was then processed by computer. Among the analyses performed was the ranking of the 67 statements in terms of their importance as a need in the West. This priority list is shown here.

It is very important to note that these priority lists represent only a small part of the analysis which will be done on the legislative Delphi. It is possible to abstract a great deal of statistical information from the Delphi, and the statistical summary which follows represents only the tip of the iceberg.

The conclusions of the legislative Delphi will be studied along with a similar survey done with WICHE Commissioners and WICHE staff. The result will be a publication that will provide educators, state legislators, state and federal agencies, and Congress with a significant statement of western perspectives on higher and postsecondary education. It will also help WICHE Commissioners guide and shape WICHE's program development, so that the Commission can be more responsive to the educational needs of its western constituencies.

A final note on the sample of conference participants whose responses produced the following list of priorities. A number of the conferees at the Legislative Work Conference were educators. Such participants were included because it was recognized that they would provide valuable resource ideas and major contributions to the small-group discussions. However, because WICHE is undertaking separate Delphi surveys with its own Commissioners, the WICHE staff and a broad spectrum of educators in the postsecondary sector of the West, including conference participants, it seemed advisable to eliminate them from this particular sample so that the opinions and views of legislators and state officials could be better defined in and of themselves.

Priority order for question: *How important do you believe this need is in the West?*

PRIORITY RANK	STATEMENT
1.	To develop effective management techniques in the face of enrollment declines.
2.	To develop input and output measurements of higher education enrollment projections, workloads, budget, productivity, quality, cost/benefit analysis, etc.
3.	To facilitate the transfer of credits among institutions of higher education.
4.	To define the organizational, administrative, and curriculum relationships among universities, community colleges and vo-tech centers and to eliminate possible duplication of programs.
5.	To develop more objective methods of evaluating faculty for tenure.
6.	To evaluate and coordinate graduate programs so as to eliminate duplication, reduce costs, and update curricula.
7.	To evaluate the needs, goals, and desired results of postsecondary education.
8.	To develop performance-auditing techniques for legislative evaluation of various university departments, units, and components of the university wide system.
9.	To improve the planning process (short-, intermediate-, and long-range) at all levels: local, state, and regional.
10.	To evaluate undergraduate programs so as to eliminate obsolete programs and promote funding of necessary programs.
11.	To determine what share of the cost of higher education should be borne by the student and what share by the state taxpayer.
12.	To develop information reporting systems that prevent unnecessary duplication of reports and that channel that information to state officials responsible for its use.
13.	To establish community colleges and vo-tech centers on the basis of need rather than politics.

PRIORITY RANK	STATEMENT
14.	To develop measures which relate faculty salary to productivity.
15.	To improve career counseling in high school.
16.	To train paraprofessionals in allied health fields and in the human sciences.
17.	To support a system of financial aid that will improve equal opportunity for students.
18.	To provide a clear and accurate description of how higher educational institutions are expending their funds, in particular eliminating "general" categories that prevent full disclosure.
19.	To relate university planning and funding to student needs.
20.	To coordinate student financial aid programs in order to deal with conflicting eligibility requirements of state and federal programs.
21.	To develop significant measures of how expenditures by higher educational institutions affect the publics they serve.
22.	To eliminate the duplication of professional schools and related research.
23.	To improve communication relationships between administrators of higher education, regents, and members of the state legislature.
24.	To promote cooperative interinstitutional use of facilities such as libraries and research equipment.
25.	To increase the availability of medical education to western students in terms of physical access and costs.
26.	To maintain quality education in the face of open enrollment policies.
27.	To emphasize the quality of education over physical facilities in educational budgets.
28.	To induce universities to be more responsive to community needs.
29.	To improve the quality of teacher training.
30.	To finance higher education from a variety of sources in addition to state funds.
31.	To devise a better system of allocating the state's resources among the several units and institutions of postsecondary education.
32.	To study the negative uncertainties in federal funding including research grants and financial aid for students.
33.	To develop ways of financing public and private institutions of higher education so that their distinctive characteristics are maintained and strengthened.
34.	To clarify federal-state relationships under the higher education act and amendments.
35.	To relate library resource needs to institutional programs.
36.	To establish a comparative system of faculty workloads among a state's institutions.
37.	To increase postsecondary educational opportunities in rural areas.
38.	To place primary emphasis on teaching over research.
39.	To promote programs encouraging lifelong education.
40.	To increase vocational-technical educational facilities.
41.	To assure that the first priority use of state dollars is for state residents despite recent legal decisions on nonresident students.
42.	To emphasize career education as opposed to (generalist) liberal arts education.
43.	To provide equal funding for women students in all areas, particularly athletics.
44.	To coordinate public and private postsecondary education at all levels, thereby minimizing competition among units.
45.	To extend student exchange programs to nonprofessional graduate areas.
46.	To review the length of time necessary to obtain a B.A. degree.
47.	To develop programs promoting better interaction among faculty members and between faculty and students.
48.	To end the encroachment on educational institutions by federal agencies and congressional action.
49.	To educate people to work in crime prevention and correction programs.
50.	To maintain institutional autonomy within the framework of statewide coordination of postsecondary education.
51.	To assess public opinion in order to determine what proportion of the state's funds should be allocated to higher education in competition with more politically persuasive programs.
52.	To reduce the importance of intercollegiate athletics.
53.	To fund four-year nursing programs.
54.	To provide state financial aid to private institutions of higher education.
55.	To evaluate higher education on the basis of common sense rather than dollars and cents.
56.	To recognize the importance of profit-making education in the postsecondary system.
57.	To place primary emphasis on community service over research.
58.	To reduce the cost of graduate education for students.
59.	To lower tuition charges.
60.	To place small higher educational institutions under an established university system and thereby prevent them from seeking university status.
61.	To control university attendance so that surpluses of degreed personnel could be limited to the number of jobs available.
62.	To draft and implement legislation authorizing state institutions of higher education to issue bonds for capital needs.
63.	To increase legislative control of higher education by withholding funds.
64.	To increase support for doctoral programs.
65.	To maintain the present system of tenure as the best way of balancing academic freedom and administrative flexibility.
66.	To ascertain parental aspirations for their children's postsecondary education.
67.	To promote collective bargaining in institutions of higher education.

The Need for Future Planning in Higher Education

Senator Lynn Newbry
WICHE Commissioner
Oregon

Our world is changing at an extremely rapid rate, and we seem to be constantly reacting to crises. As a matter of fact, each crisis comes so fast that one is never resolved before the next arrives.

Looking ahead is always our most difficult assignment. Our crystal ball is never as clear as we would like it to be; but if we are weary of crises, careful planning is essential.

My avocation is flying and, as any pilot knows, the careful planning of any flight virtually insures a crisis-free, successful trip. It is always tedious to interpret weather carefully, to go through lengthy checklists, and to file a flight plan. But to fail to do any one of these may lead to crisis; and in the case of flying, that can be fatal.

Certainly our failure here to prepare a flight plan for higher education will not be fatal in the literal sense, but it could jeopardize the future of higher education in the West.

The WICHE Commissioners and staff feel that the time for planning for the balance of this decade and the beginning of the next is at hand. Since we are basically a service organization, it is only logical that we should seek advice from our various constituencies before formulating our plans. You legislators do not only represent the people of your state; you are a constituency in and of yourselves, and that is why we are asking you for your guidance in determining and meeting the future challenges of higher education in the West.

WICHE, like other institutions of higher education, is suffering from the uncertainties of federal funding. Many of the programs that we have undertaken with categorical grants operate virtually on a day-to-day basis. Our plight is further complicated by the fact that we are a regional organization, which excludes us from any direct support under federal revenue sharing. So perhaps it is more vital to develop a better rapport with the legislators than ever before. We want you to have a complete understanding of our current activities and to have your direct input into our future activities and services.

Let us turn now to some of the current WICHE programs. I am sure they are familiar to most of you, but a brief review of them might be helpful in your small-group discussions.

The backbone of our Compact is the Student Exchange Program. This program responded to a real need to share facilities and costs in providing extremely expensive professional education in the fields of medicine, dentistry, and veterinary medicine, and for several years it was limited to these disciplines. As the success of this experiment became abundantly clear, other disciplines were added. Now there are 11 programs available, with more under consideration.

Student exchange is one of the best bargains avail-

able to the legislatures. In Oregon, we are a sending state in veterinary medicine. There is strong pressure in Oregon to establish a school of veterinary medicine, but the fact is that every year we save over $400,000 by participating in SEP rather than going it alone. The obvious question comes to mind: If you can save all this money sending, how do the receiving states make out?

In Oregon, we are a receiving state in medicine and dentistry. We think that pays off, too. We can maintain high entrance standards and keep our schools at maximum enrollment. There is no question but that we in Oregon subsidize WICHE students from other states, but the net cost to the taxpayer is much less than to operate below capacity, to accept out-of-state students, or to lower entrance requirements, and educate only our own students.

Some of us on the Commission feel that the advantages of SEP should be expanded to include any discipline that a sending state is willing to fund. Such an approach could maximize the use of facilities, minimize duplication of effort, and give western students a much broader educational opportunity.

Let us now move into the mysteries of WICHE acronyms. WCHEN is the Western Council on Higher Education for Nursing. The activities of this program date back to 1957, when it received its first five-year grant from the W. K. Kellogg Foundation. Through WCHEN, baccalaureate and graduate nursing education programs have been given assistance and guidance, strengthening these fields in the West. WCHEN has provided the states with a resource base for exchanging information and providing, to a limited degree, research capability unavailable on western campuses.

Through WCHEN, we have the ability to serve the member states in a large number of ways. For example, in many states there is concern that we are oversupplying the market for associate degree nurses while we are understaffed in baccalaureate and master's and there even appears to be a growing demand for nurses with a doctorate. If the compacting states agree that this trend is emerging, certainly WCHEN has the capability to assist in meeting the challenge.

Our Mental Health Division was begun in 1956. The purpose of this activity is to assist the states in providing expanded and improved educational programs designed to meet the manpower needs of an enlightened mental health treatment delivery system. These skills range from those of psychiatrist-teachers to those of community health center personnel, encompassing degree offerings from associate through doctorate. We have developed continuing education for mental health personnel and are beginning to provide similar opportunities in the field of corrections. The mental health program is supported by voluntary assessment from the states. At the present time, all 13 states are participating, which in itself speaks well for the program.

I am sure all of you are familiar with that other acronym, NCHEMS — the National Center for Higher Education Management Systems. I am not going to try to explain the details of computerized management — but since, in terms of dollar involvement, this is one of WICHE's largest activities, a few comments are in order.

I think it is well to remember that the concept of a computerized management system was conceived by the WICHE staff in 1968 or 1969, when we all became concerned about the high cost of postsecondary education and about the consequent need for exchanging comparative cost data. We sought funding sources to develop these systems, and the U.S. Office of Education deemed the project to be of national significance and funded it on that basis.

NCHEMS spells the end of the days of seat-of-the-pants management. Higher education's questions of today are too complex, too expensive, and too important for the people involved — students, taxpayers, faculty, and the nation as a whole — to be left to trial-and-error and hunch-playing. Postsecondary education's administrators recognize their information needs. And they know that just any information will not do. They need the tough-to-dig-out facts that make a significant difference for decisions. And once the facts are in hand, they need to know how to look at them and how to use them.

It is because administrators understand their management needs that the National Center for Higher Education Management Systems has become WICHE's fastest growing division. It now operates more than twenty-five programs aimed at improving institutional management, statewide coordination of higher education, and decision-making processes at the national level.

In Oregon, we are progressing well in implementing the NCHEMS system and the legislature is beginning to appreciate its potential. My personal observation is that it will be a tremendous management tool at the institutional level and it will be of considerable help to state governing boards or coordinating councils, but it is not yet of great assistance to the legislature in the budget-making process.

The Mountain States Regional Medical Program, or MS/RMP, is the outgrowth of a need expressed by the states of Idaho, Montana, Nevada, and Wyoming. As the federal Regional Medical Programs evolved, most of the western states operated their program through their medical schools. However, the mountain states had no medical school, and they requested

WICHE to provide an institutional home for such a program. WICHE complied, and now the MS/RMP is providing continuing education for health personnel, stimulating health manpower development, improving health services in remote communities, and developing specialized health centers in these states.

Finally, WICHE is engaged in a number of activities ranging from a continuing education program for library personnel and summer programs of student internship to programs promoting minority inclusion in faculties and student bodies and improving mental health services on western campuses.

I have taken more time in discussing our current programs than perhaps I should, but I felt that in our discussion it might be helpful to have some review of them.

All of these activities have a common thread: they are activities dealing with the common problems and needs of higher education faced by the compacting states. I think that the Commission's performance to date proves that it has the ability to assemble a highly qualified staff and to provide excellent leadership in bringing about solutions to common problems through cooperative effort. As an old budget man, I cannot resist pointing out that the cost of membership in WICHE is still less than is paid to most college presidents.

During the last few days, you have been subjected to one of the most tortuous exercises devised by man — the Delphi technique. I would be more apologetic about subjecting you to this exercise if I had not undergone the experience several times. The Commission went through this same sequence at the annual meeting in San Francisco a few months ago. While it is exasperating, to say the least, it does finally result in some consensus and provides the Commission with input from its important constituencies.

In discussing the future needs of higher education in the West, I am not going to push for the priorities of the Commission or even divulge our priority list — except to tell you that number one is as follows: to provide more, and more accurate, information about postsecondary education to legislators and the general public.

When you consider that there are only four legislators on the Commission, it indicates that others feel the need for strong legislative support and understanding of postsecondary educational problems.

In reviewing the perceived needs, there is striking similarity between the Commission's views and those you developed in your two Delphi rounds. It will be extremely interesting to see how the priorities coincide at the conclusion of this workshop.

In looking at the future needs of higher education, it becomes obvious from the two Delphis that many of our current programs should be continued and some should be expanded.

Probably we, as legislators, are more concerned with the broad problem of finance than any other single item.

Finance is the form of expression of a large variety of needs, and it covers virtually every activity. Many western colleges and universities are experiencing static or in some cases declining enrollments. This brings up the need for new approaches in finance. Do we have techniques for meeting this challenge? Do we even have the tools? In the case of declining enrollment, it may become necessary to reduce faculty in order to hold costs within available resources. In many cases, the personnel rules are so rigid that even timely notice to faculty is difficult to achieve.

Tenure plays a strong role in determining the options open to a president. In some institutions in Oregon, we find that some departments have 100-percent tenured faculty with gross underenrollment, while other departments are experiencing rapid growth with few tenured people. This presents a perplexing problem to presidents. They can't give notice to tenured faculty which are in surplus and if they give timely notice to untenured faculty with high classroom loads, they compound the class-load problem and even run the risk of losing more students because of crowded classroom conditions. This, of course, raises the question of tenure. Perhaps, sensitive though it is, reexamination of tenure policies may be one of our most pressing needs. Management flexibility is essential in meeting declining enrollment problems.

Collective bargaining by both academic and classified employees is underway on some campuses and may very well become a way of life in the West in a few years. Although there is some question about whether this represents an educational need, surely we must consider it as a problem. Interstate involvement at the bargaining table would be inappropriate. But a free exchange of information through a regional clearinghouse could be invaluable to negotiations on the local campuses.

While still on the subject of finance as it relates to enrollment, tuition or student fees must be considered. This in itself points to potential needs. Should we explore how much of the cost of higher education should be borne by the student? Do we have a need to explore new methods of student aid? Or can we improve our enrollment situations through the campus-without-walls concept? Before leaving the subject of needs in the fiscal arena, perhaps there is a need to determine what share of the available public money should go to higher education in the face of strong

competition by other agencies of government for new and growing programs.

Then there are the functional needs to consider. For example, are our curriculums in the various disciplines relevant to the needs of students in these changing times? Have we paid enough attention to the transfer of credits between our community colleges and the four-year institutions? Or, for that matter, between four-year institutions? And what about obsolete courses? Do we need to examine that in the West? I'm confident that there are many fields that have low enrollments in which costs are beyond reason. Perhaps we have a need to evaluate some of these and utilize the student exchange program to place these students in a single setting where excellence can be achieved at much lower cost.

How much time and money is being lost due to poor counseling, particularly at the high school level? We may very well have a strong need to develop a program not only training counselors, but also offering a continuing series of workshops or system of continuing education to keep them current.

There is growing public interest in our medical care delivery system. The term "paramedic," is becoming a household word, and yet we know very little about the scope of their work or their educational needs. There may be a need for the development of a program to establish criteria for this new approach to our health care delivery system. In Oregon, strangely enough, we have a provision in the law to license paramedics when and if they show up or we find out what they are.

Within our Compact states there are many needs. Some may be more important than the suggestions that I have made; all cry for solution.

This evening, I have put forth a partial list of the needs as I see them. They are not necessarily in priority order, and they were presented in the form of questions, since it was not my purpose to establish my list for discussion. Rather, I wanted to stimulate your thinking on your own list of educational needs.

In flying terms, I have tried to provide you with a weather briefing and a partial checklist. The filing of the flight plan for higher education is now up to you.

The Pros and Cons of Tenure

Dr. Sterling M. McMurrin
E. E. Ericksen Distinguished Professor and Dean of the Graduate School in the University of Utah

"Academic freedom" has a restricted meaning. It is not any and every freedom that pertains to life on a college or university campus. It is "intellectual" freedom and must be carefully distinguished from other freedoms or rights to which university or college personnel are entitled. Those other freedoms are the basic freedoms and rights which all citizens enjoy under the Constitution and laws of the nation, and those rights to which faculty personnel are entitled under the established policies and regulations of their institution.

It is not uncommon for faculty personnel to confuse these freedoms and rights and claim that there has been a violation of academic freedom whenever rights of any kind have been abrogated. This is a serious error and leads to a weakening of academic freedom.

In the same way, it is not uncommon for the nonacademic public to suppose that academic freedom refers to all facets of the rights or supposed rights of faculty personnel. This is an equally grave error.

Academic freedom is the intellectual freedom that is essential to the foundations of a free society. Both academic and nonacademic people often err in regarding it as a special privilege accorded academic personnel as a perquisite of their teaching and research function. But this is a serious error. Although the scholastic profession has indeed traditionally been regarded as guaranteeing certain privileges in the interest of learning, academic freedom should not be considered a privilege. For our society it is a responsibility — the responsibility of teachers and research scholars to perform their academic duties freely, without internal or external restraints that would prevent the pursuit of knowledge and its full disclosure. Those faculty members who lack the moral and intellectual courage to function as free scholars and who are easily restrained and intimidated by external forces that intrude upon them are not qualified to hold their positions.

Freedom from internal and external restraints means at least freedom from discharge or the threat of discharge or other penalties, economic and professional, placed upon a person to prevent the pursuit of his or her task as a scholar, scientist, artist, or teacher.

Academic or intellectual freedom is something that society imposes on academic personnel as an obligation necessary to the intellectual, moral, artistic, and spiritual ground of a free society. Without it our society would be in grave danger. It is for this reason that the issue of tenure is crucial and must be treated with the greatest care. Intellectual freedom is a fragile and precious commodity.

Academic or intellectual freedom refers traditionally to the claim for the freedom of teachers and research scientists and scholars to pursue their work in the classroom, lecture hall, or laboratory free from external or institutional restraints that would inhibit or prohibit their search for knowledge and the expression in speech or writing of their beliefs and theories relating to their professional responsibilities. It refers also

to such matters as the performance of music and dance, the exhibition of art, the selection of literature for libraries and instructional purposes, and invitations to guest lecturers. Academic freedom is a matter which pertains to students as learners, and to administrators as well, insofar as they are involved in matters of teaching and research.

Academic freedom is of value to society first because of its intrinsic worth for a free people, and second because it is the main instrument by which society critically examines its own institutions and values in the search for a higher quality of life. It is a necessary condition to a society's full success in the pursuit of knowledge and rationality.

It should be fully understood that no responsible conception of academic freedom encourages or condones license or moral and intellectual anarchy in a college or university, nor does it entitle a faculty person to convert his classroom into a private rostrum from which to propagandize a captive audience. The acceptance of the responsibility of academic freedom properly entails professional judgment that calls for the sensitivity and restraint appropriate to every occasion. Persons incapable of such judgment should not serve on college and university faculties. Nor should they serve in elementary or secondary schools.

The case for tenure, then, must be made on the ground of its function as a guarantee for academic freedom. If academic freedom can be adequately protected by other means, it is entirely appropriate to consider alternatives to tenure. Whether such protection can be provided by other means is, therefore, the central issue in any discussion of whether tenure should be retained, altered, or eliminated.

Many nonacademics see tenure as primarily a job guarantee enjoyed by the collegiate profession — a virtual guarantee of lifetime employment. This is entirely understandable because it is obvious that many college and university professors view tenure in the same way. It is not that they are not concerned honestly with academic freedom. But they want the security that goes with tenure even when academic freedom is not the issue.

Further, it is obvious that tenure does indeed commonly function as a lifetime job guarantee — a charge that is frequently made against colleges and universities. The common reply of both faculty and administrators is that this is a misreading of the meaning of tenure. It is a misreading of the "meaning" of tenure, but certainly it is not a misreading of the actual "practice" of tenure. Any examination of the facts will show that the number of persons holding tenure who are discharged from their positions for any cause whatsoever is virtually negligible. I believe that most discharges of tenured persons are for mental sickness or for extreme cases of moral turpitude where the institution has virtually no alternative, as in cases of persons convicted of crimes. I have no statistics on this matter and know of none. I firmly believe from long experience, nevertheless, that tenure does in fact often protect the employment of persons who should be discharged.

It is a common complaint that tenure can protect the jobs of professionally incompetent persons — those who have become incompetent since achieving tenure or who were incompetent all along. This is a justifiable complaint. But in my opinion an even more serious situation is the protection by tenure of persons who are guilty of severe moral turpitude or who are guilty of what might be called neglect of duty because they simply do not do their work. There is probably more irresponsibility and moral failure than incompetence on our tenured faculties.

It is true, as most university people insist, that there is little or nothing to criticize in the principle of tenure as developed by the American Association of University Professors and the Association of American Colleges and the American Council on Education and adopted by the major educational associations and by most institutional boards of regents, trustees, and faculties. That principle is not simply a disguised guarantee of employment. It does not protect the employment of persons for whom there is no legitimate or appropriate workload or whose compensation cannot for defensible reasons or causes be funded. Nor does it intend to protect the incompetent, those guilty of moral turpitude, or those who do not meet the responsibilities of their employment. It is intended only to protect the intellectual freedom that I am sure most (if not all) of us would regard as both desirable and necessary.

But the trouble is that this highly commendable principle usually does not work with full success in practice. At best, its practice is deficient; at worst, it is deplorable. It does indeed protect academic freedom, and in the development of our institutions of higher education nothing has been more important than this. But it goes too far in protecting some things that we don't need and don't want.

It can be argued that any price is not too large to pay for the achievement and security of academic freedom. This may be true, but such an argument assumes that nothing can be done to protect academic freedom and at the same time reduce the distortions and violations of the tenure principle that are so common. There are at least two ways to approach this problem. First, is there a substitute for tenure as a guarantee of academic freedom? Second, can the practice of tenure be reformed?

We should not assume too readily that there are no possible alternatives to tenure by which academic freedom can be guaranteed. I personally believe that we should search for such alternatives. But we are deluding ourselves if we believe that the establishment of a successful alternative is an easy task. Nevertheless, if I were beginning a new college, one starting from scratch, I would make a supreme effort to establish its faculty on a nontenure basis. Some things are being done in this direction, but they may be too early and the experiences too limited to judge success or failure.

Even now, in institutions which have full tenure policies, persons who have not attained tenure or who may hold positions such as assistantships, instructorships, or lectureships, which do not carry tenure, nevertheless commonly enjoy as much protection of their academic freedom as do those who hold tenure. This is important and must be guaranteed by any institution. Of course, it is quite possible that the academic freedom of nontenured persons would vanish if the tenure of others were to be abolished.

Presumably the best alternative to tenure is a practice of definite term appointments combined with a variable contract system that ensures employment over a substantial period of time, perhaps from one to seven years, but that does not guarantee permanence except on the satisfaction of specified contract conditions. There are obvious problems with such a system, but it deserves extensive experimentation and careful consideration.

Three matters of great importance other than tenure are relevant to the protection of academic freedom. First is the creation of an atmosphere, both on the campus and in the community, that ensures an understanding of and commitment to the value of intellectual freedom. Second is the establishment on the campus of policies and practices that guarantee every facet of due process required under the Constitution, federal or state statutes, and institutional regulations. Impeccable respect for legal due process and the establishment of academic due process are now absolute necessities for every campus. Third is the regularization of the practice of the courts, especially the federal courts, in hearing cases of individual complaint against institutions charged with denying to the faculty rights guaranteed by the Constitution or the law. What this process will eventually mean for such matters as academic freedom is not yet fully known.

Whether academic and legal due process and court actions and decisions provide an alternative to tenure in protecting academic freedom, or whether they can be entirely separated from the principle of tenure, is perhaps now an open question — as is the question of whether variable contracts are a satisfactory substitute for tenure. But at least these are important factors that must be considered in any discussion of the future of tenure.

Perhaps a more viable approach to the problem of tenure, for those of us who are unhappy with the status quo, is some kind of reformation of tenure. There can be two kinds of reform short of eliminating tenure: making the present tenure system work, and effecting certain compromises with the present system.

The present system often does not work with full satisfaction for one or more of at least three causes. The screening process in advance of granting tenure is inadequate in rigor. Or the faculty and/or the administration do not have the intestinal fortitude necessary to take the actions sometimes indicated for disciplining or discharging persons holding tenure. Or the institution fails to establish adequate faculty codes and/or clearly defined policies and practices of due process.

At the present time most institutions are probably tightening up on their pretenure screening policies and processes. This can easily be done if the faculty will cooperate, and usually they will cooperate. There is sometimes resistance, however, from new and young faculty people who do not have tenure or who have only recently been granted tenure.

The intestinal fortitude problem is more difficult. Faculty personnel properly want a large part in the appointment of new members to their staffs. But when it comes to discharging someone, they often want to dodge the issue and have the administration assume the full responsibility. This will not work when, as is usually the case, faculty testimony is essential to establishing a fair case for discharge. Improvements here, however, can be expected as the question of abandoning tenure becomes more acute as a public issue.

Codes and clear-cut due-process policies are gaining ground rapidly as colleges and universities are becoming more sensitive to these issues because of a variety of forces, including suits against the institutions by both students and faculty. The extreme legal sensitivity of our campuses that seems to lie ahead may not be wholly desirable, but the creation of impeccable due-process policies is a necessity in any circumstances.

When we consider possible compromises that would preserve tenure under new or different conditions, at least three matters should receive attention: provision for disciplinary action short of actual discharge, professional review and renewal programs that assist faculty to reestablish lost competence in their fields, and the so-called rationing of tenure, where only a part of the positions traditionally classified for tenure are retained for tenure.

At the present time, typical policies seem to call for either discharging a person or completely exonerat-

ing him or her. There should be intermediate penalties, both to ensure justice and to encourage action where action is indicated.

The problem of competence in faculty is often simply the problem of recognizing ineffective and nonproductive faculty and then updating or retooling them. The same problem is found in industry. Colleges and universities should provide more adequate review techniques and in-service programs for the improvement of their faculties.

There is no inherent reason why a faculty cannot be divided between tenure and nontenure positions, especially if the nontenure positions are set up on a carefully worked out contract basis. The National Commission on Academic Tenure in Higher Education recently recommended limiting tenure to from half to two-thirds of the faculty. The Committee for Economic Development has recommended that only one-half of faculty positions be tenured. Experiments in this direction are and will continue to be strongly opposed by faculty interests, but they are worth pursuing. Practices of early retirement and reduced service and increased use of visiting faculty are additional remedies.

What is the big problem at present? As we face a comparatively no-growth, no-expansion era, young faculties are becoming locked into available tenure positions to such an extent that many institutions will have little or no flexibility in faculty appointments for a considerable time — an unfortunate condition for the quality of education. The implications of this for success in the appointment of women and minorities over the next few years are obvious.

It would be difficult for single institutions to take radical actions in changing tenure policies without facing problems relating to the attraction and retention of qualified faculty. Major changes should be attempted only on a statewide or regional basis or on agreement with other comparable and kindred institutions.

Moreover, it must be recognized that strong movements to abolish tenure would probably move college and university faculties more decisively and more rapidly toward unionization. Unionization will probably occur in higher education institutions — especially where traditional academic values are not honored or are not secure. On the other hand, unionization on a large scale may conceivably bring an end to tenure as it has been traditionally conceived. Even though it is often held that academic freedom and tenure should not be negotiable, union contracts may well replace the common tenure practices. Thus far, union contracts tend to negotiate tenure arrangements where they have not already existed and to incorporate them where they do exist. This may change the legal status of tenure, which is usually a unilateral matter or is individually negotiated and in some states has no clear status in law. Bilateral tenure negotiations obviously have important implications for private as opposed to public institutions.

In my opinion it would be most unwise for legislatures to take actual legislative action on such matters as tenure. I am referring not to resolutions, but rather to the passing of laws. Such decisions, I believe, should be left to the governing boards of the state systems or of individual institutions. These exist for the purpose of determining the basic policies and practices binding upon individual institutions. For legislatures to make laws governing the internal affairs of those institutions would in the long run seriously weaken them by subjecting them to political pressures.

Summary Commentary on Tenure

Senator Joe Shoemaker, Colorado
Representative Lenton Malry, New Mexico
Senator Gordon Sandison, Washington

Senator Joe Shoemaker

I do not believe that academic freedom has been secured because of the existence of tenure. Nor do I think that academic freedom should be treated as a special privilege. Rather, like the freedom to speak and write, I think it is a liberty that is allowed every person under our Constitution. And with that freedom comes the requirement that the person not abuse the liberty.

In my state of Colorado, the Constitution and case law protects teachers, researchers, and scholars in the classroom, the laboratory, and the study. But this body of law does not provide a definition of tenure. So I had to turn to the Colorado Commission on Higher Education to find out what the concept means. They defined tenure as the right to continuous employment without reduction in salary or rank until retirement. And they qualified that by stating that, except for financial exigency, due cause, or mutual agreement, tenure could not be abrogated, providing the faculty member maintains the physical and mental capacity for full service.

I would raise the following questions about this definition. First, who determines whether any of these requirements have been breached and by what standards? The reason I raise these questions is that I see tenure as more related to employment than academic freedom.

As far as I am concerned, the foundation of tenure is job security. It does not necessarily appear to be based on any standard of performance. Moreover, it serves the same function for public faculty that the civil service law does for other government employees.

My own particular opinion is that the civil service system is as good as any other approach yet developed for dealing with a large number of public employees, including those who have unionization. The real issue is not the protection of public employee rights but that of how the government may discharge incompetent or unneeded employees while continuing to reward those employees who achieve excellence in their field.

If a public employee is discharged for incompetency or obsolescence, or promoted for excellence, it must be done on a fair and reasonable basis, one that focuses on the individual and uses procedural due process and factual information. In this regard, it is obvious that the public employer bears a heavier burden than his counterpart in the world of private industry.

Senator Joe Shoemaker, Colorado

I believe Dr. McMurrin has made some excellent recommendations for simplifying this burden. Specifically, strengthening the screening process through which one proceeds toward tenure; establishing written policies so that faculty members know what behavior is expected of them; instilling in faculty heads and administrators a commitment to follow the procedures established for actions of discipline, discharge, or promotion; and creating a number of goals relative to excellence and achievement.

Finally, in this time of declining enrollments and low institutional growth, the establishment of performance standards is a crucial task that must be carried out. In particular, budgetary constraints may well require the limitation of faculty positions. This will be extremely difficult if the higher education system does not establish performance standards for its employees.

WICHE should play a role in developing such standards so that they can be used in evaluating faculty members for promotion or termination and so that legislatures can evaluate fund requests when college and university presidents ask for more money to pay to their faculty. By this I mean cost/benefit information, and as far as I am concerned, until such data are presented, the president of any institution has yet to state a case for the expenditure of public funds on faculty salaries.

Representative Lenton Malry,
New Mexico

Senator Gordon Sandison,
Washington

Representative Lenton Malry

The statements by Dr. McMurrin and Senator Shoemaker reveal the important fact that academic freedom means different things to different people. Rather than enter this debate, I would like to comment on legislative involvement in this issue.

In 1969, an untenured English professor at a New Mexico institution indirectly created a legislative investigative committee through the uproar generated by a particular poem. As the investigative team gained experience, it altered its name from University Investigating Committee to University Study Committee. This name change also represented a change in the legislative attitude — from holding a hammer over the seven higher education institutions in the state in helping these institutions become better institutions.

Similarly, I believe that legislatures should not get involved with tenure by passing laws on the subject. Nor do I think WICHE should be involved in this sensitive area. This question often enters legislatures through their finance committees. This occurs whether we like it or not, because tenure is closely related to the taxpayers and their money.

I am otherwise in accord with almost all of Dr. McMurrin's paper.

Senator Gordon Sandison

At its best, tenure insures that vital, responsible, and creative faculty members in an institution of higher education will not be intimidated or constrained by the community in which they exercise their teaching responsibilities. At its worst, tenure allows minimally productive professors to slide toward the retirement age with security while looking very academic.

I agree that legislatures should stay out of the issue and that the task of strengthening and improving the concept of tenure should come from within the academic community.

I doubt that better solutions guaranteeing public employee security from political pressure will be found. One institution in my state, Evergreen State College, has operated for three years with a unique approach to learning. Its student body and faculty are innovative. In accord with this philosophy, when the college was established, the faculty voted against the tenure system. Rather, they developed an approach wherein every three years a faculty member is evaluated, and if he or she has established professional development in the past contract period, a new three-year term will be granted. However, if the new term contract is denied, the faculty member has the right of appeal to an arbitration board and, if necessary, beyond that to the state courts. This looks like a form of tenure to me, and it is too early to know if it will work at Evergreen, much less at other institutions with different faculty characteristics and philosophies.

Different tenure problems are found in other Washington institutions. For example, Western Washington State College has had a gradually decreasing enrollment since 1970. The forecasted enrollment for Fall 1973 was 9,270 students. Actual enrollment was 8,126, a decrease of 12 percent. By the fall of 1975, a further decrease of 8 percent is projected. On the basis of these figures, it seemed clear that the faculty would have to be reduced by at least 100 members. Retirement and normal attrition cut that figure to 50. The president took the position that the vital and professionally active faculty members should be retained and a new and better faculty should be built around them. The faculty as a whole disagreed with this position, and they were backed by the Board of Trustees, which ordered release of faculty on the basis of lack of seniority. The question which must be asked is, does this solution meet the needs of students and the state?

Unionization is coming anyway; so I do not believe that an attempt to reform tenure will cause unionization. Moreover, I do not see unionization as a particularly bad solution. Many unions permit their members to be laid off when the economy declines, and these

tend to be realistic about not preserving jobs that are not needed. Still, they are more conscious of seniority than merit.

Again, I agree that tenure reform must come from within the academic community and not from the state legislatures. While I think most of us believe the faculty will follow the union path, I would advise them to run like hell when they do it!

Dr. Sterling McMurrin

I would like to add a few additional comments about unionization. Although I am not anti-union, I am opposed to being on a faculty that is unionized. You should note that I am referring to faculties of universities and not community colleges. Since the latter are frequently treated as high schools, the union solution may be essential in those institutions. In spite of the fact that unionization of universities might place administrators in a greater position to demand accountability and productivity standards or might increase the salaries and benefits of faculty personnel, I believe they will destroy the institution's critical ability to attract one of this nation's most important assets — the rugged individualist.

There is no more rugged individual than the typical college or university professor. The personal qualities of such people are one of the major assets of higher education institutions. This asset will be eroded and perhaps destroyed if unionization takes place. And the fundamental question is whether better management and higher salaries should be traded for so valuable an asset.

Summary of the Findings of the National Commission on the Financing of Postsecondary Education in the United States

Dr. Ben Lawrence
Director
National Center for Higher Education
Management Systems at WICHE

Editor's note: At the luncheon meeting Dr. Lawrence, who at the time was the Executive Director of the National Commission on the Financing of Postsecondary Education, presented some comments on what the final report of the Commission would probably include. Since that time, the final report has been released. A more complete version of the Commission's findings and Dr. Lawrence's opinions is thus included here. This paper now follows the format of the Education Commission of the States report, Financing Postsecondary Education in the United States *(Denver: ECS Report Number 46, 1974), with a few insubstantial changes, and we are grateful to ECS and Dr. Lawrence for permission to republish this document.*

The National Commission on the Financing of Postsecondary Education developed and tested a framework to analyze alternative proposals for financing postsecondary education. The Commission intended to demonstrate the usefulness of such an approach and to make recommendations that would support the continued development and use of such approaches to policy analysis in postsecondary education, particularly at the state and national levels. The recommendations of the Commission, found in Chapter 9 of its report, are designed to carry out this intent.*

In the process of developing and testing this framework, the Commission also discovered and reported many facts having significant implications for the selection of financing proposals and mechanisms for postsecondary education.

This synopsis takes from the Commission's report the salient points with regard to financing postsecondary education. The selection of these points is from an entirely personal perspective, and it should be remembered that this paper does not necessarily reflect opinions of the Commission or its individual members.

First I will deal with the objectives of postsecondary education stated by the Commission and how well these objectives are being met. Then I want to discuss a number of realities that have significant impact on the selection of a financing plan for postsecondary education. Since the Commission stressed the importance of objectives in postsecondary education, the objectives served as an organizing principle of my discussion.

WHAT OUGHT TO BE AND WHAT IS

Every member of the National Commission on the Financing of Postsecondary Education had many reasons to believe that he or she had some special understanding of postsecondary education. And, indeed, from student to college president to Congressman, each did. Yet, the first realization to fall hard on the Commis-

Financing Postsecondary Education in the United States is available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402, for $4.00.

sion was that the conventional wisdom about postsecondary education is largely outdated and erroneously intuitive — the result, perhaps, of educational old wives' tales that may have held some truth two decades ago but that today only hinder a correct conceptualization of the problems.

Postsecondary education, like the entire American society, has changed significantly during the past twenty years. To respond to this change, those charged with the financing of postsecondary education must put aside outdated perceptions, look anew at the objectives of postsecondary education, and examine the methods by which those objectives may be accomplished. Those who propose changes in financing must be able to offer reasonable assurances that what they propose will produce the intended results. For this reason, the Commission and its staff placed the highest priority on assembling pertinent data and using them to analyze alternative policy proposals in a systematic way. By implication, the Commission suggests that others concerned with financing proposals and recommendations do the same.

The Commission set as its first task the development of a set of national objectives for postsecondary education. The Commissioners discussed the purposes of education, ranging from a broad social perspective to the more limited perspective of the individual, from the one extreme of purely individual development to the other of manpower production and supply. Because the Commission took the view — after seven months of study and deliberation — that the purposes and substance of postsecondary education should be determined by institutions, students, and funders in response to their specific needs, the objectives selected describe the desired *character*, rather than the purposes, of postsecondary education.

Three objectives were written into the law establishing the Commission: access, independence, and diversity. The Commission was required by Congress and the President to examine alternative financing proposals in light of these national goals. To these three, the Commission added five it felt were necessary to describe the desired character of postsecondary education in our pluralistic society.

The eight resulting objectives were compared with those developed by other commissions and study groups and were found to be consistent with these previous efforts. However, the objectives formulated by the Commission do suggest increased emphasis on universal access, diversity (particularly accentuated in the Commission's definition of postsecondary education), and accountability. A broad new emphasis was implicit in the Commission's view that these objectives should be important considerations in the determination of financing policy.

The importance the Commission gave the objectives can be seen from its report and from a discussion of the objectives in light of what ought to be and what is.

The first objective is *student access*. The Commission put it this way: *each individual should be able to enroll in some form of postsecondary education appropriate to that person's needs, capability, and motivation*. In describing student access as a basic objective of postsecondary education, the Commission asserted that there must be no arbitrary or artificial barriers related to sex, age, race, income, residence, ethnicity, religious or political belief, or prior educational achievement.

The Commission found that student access to postsecondary education still is inadequate. Some of the indicators of this should be mentioned.

The participation rate of students from families with annual incomes under $10,000 would have to be increased by 50 percent to equal the participation rate of students from families with annual incomes over $10,000. Public comprehensive colleges, followed closely by public community colleges, do the most to provide access to students from families with incomes under $10,000.

While great improvement still is needed, student financial aid programs have improved access for low-income students. The Commission estimated that, because of financial aid, 1.4 million students have enrolled who otherwise would not have attended. Students from families with incomes in the $3,000-$6,000 range have benefited most from such programs. Students from families with incomes in the $6,000-$7,500 range are the most underrepresented and have received considerably less assistance.

While family income level is clearly important in determining a student's participation in college, at least two other factors are statistically more important: (1) the high school curriculum followed by the student, and (2) the father's educational attainment.

If a student has followed a college preparatory program, his or her chances of going on to college range from 70 to 85 percent, while if he or she has followed any other program, the chances of going on to college range from 4 to 30 percent. Further, the greater the father's educational attainment, the greater the likelihood the individual will enroll in college.

The rates of participation in postsecondary education for Blacks, American Indians, and persons of Mexican or Chicano parentage or birth are far below the participation rates of other Americans, while persons of Japanese and Chinese descent have extraordinarily high participation rates — higher, in fact, than all other Americans.

Women are underrepresented in postsecondary institutions, constituting 51 percent of the 18-to 24-year-old age group, but only 44 percent of undergraduate enrollment and 39 percent of graduate enrollment. Their participation would have to increase by 25 percent to equal that of men.

The Commission concluded its discussion of student access with a highly significant observation. Of all the objectives recommended by the Commission, student access is perhaps the most fundamental, for without access to postsecondary education, the other objectives are reduced to empty promises. That student access is not satisfactorily achieved — is inequitable — is particularly troubling, for without access it is questionable whether the postsecondary enterprise can meet its other objectives.

The second objective is *student choice*. The Commission said this: *each individual should have a reasonable choice among those institutions of postsecondary education that have accepted him or her for admission.*

This objective requires careful reading. *When an individual has been admitted to one or more institutions,* he or she should be provided a reasonable choice among those institutions regardless of the tuition charged or his family income. If the student is admitted to a high-tuition private institution and a low-tuition public institution, he or she should have a reasonable choice between those two institutions regardless of his or her personal financial situation.

The Commission found that on the whole, students can choose among the institutions that have admitted them, excepting the most expensive institutions. To a significant degree, such choice has been provided to students because institutions have ensured that low-income students have an equal choice with their higher-income counterparts. The institutions have accomplished this by incurring student aid deficits, which in turn have affected the financial health of the institutions.

The third Commission objective is *student opportunity. Postsecondary education should make available academic assistance and counseling,* the Commission wrote, *that will enable each individual, according to his or her needs, capability, and motivation, to achieve his or her educational objectives.*

The Commission concluded that dropout and program completion rates are not very satisfactory measures of this objective but are nevertheless the only available measures of students' opportunity to complete their programs.

It found that low-income students have higher dropout rates than high-income students, private institutions have higher completion rates than public institutions, Black students have a lower completion rate than non-Black students, and that program completion measures are particularly inappropriate for assessing student opportunity in community colleges.

The fourth objective is *institutional diversity. Postsecondary education should offer programs of formal instruction and other learning opportunities and engage in research and public service of sufficient diversity to be responsive to the changing needs of individuals and society.*

The Commission report added, "There must be great diversity in our institutions of postsecondary education if all reasonable needs of students and society are to be served . . . . Diversity, from the student's point of view, means that postsecondary institutions offer a range of opportunity for individual development and training for future employment. Diversity also implies renewal, reform, and responsiveness to students' needs for both formal and informal learning opportunities."

The Commission concluded that diversity in postsecondary education is evidenced by differences in institutional purpose, the number and types of program offerings, institutional size, and flexibility of learning opportunities. The Commission found that institutions have tended to become more alike in purpose rather than divergent, and that recent trends to reform institutions are still very much in the formative stages and have had very little impact thus far.

There is a wide variety of program offerings within a large number of institutions, and there are large numbers of institutions in all institutional size categories. A variety of new, flexible learning arrangements are still in the early development stages and have not yet had the desired impact for the average student.

A number of finance-related trends threaten the financial viability of private liberal arts institutions and, to the extent that they contribute to diversity, diversity is threatened. The development of diverse forms and methods of postsecondary education in general is to some degree inhibited by sources of financing, and it is an open question whether financing postsecondary education through the student or through institutions will provide greater diversity. But greater diversity is essential, in the Commission's view, if postsecondary education is to serve fully the varied needs of students and the public in our pluralistic society.

The traditional and accepted notion of higher education should be expanded to the broader understanding of education beyond the high school expressed in the term "postsecondary education." This should be done to recognize the popular demand for, and participation of millions of Americans in, forms of postsecondary education not included within traditional higher education.

In this regard, the Commission found that, "Postsecondary education in the United States is a large enterprise including more than 2,900 traditional collegiate institutions serving some 9.3 million students and an additional 7,000 noncollegiate technical, vocational, and proprietary institutions serving approximately 1.6 million students. Postsecondary education also includes an estimated 3,500 additional institutions and organizations (serving an unknown number of students) as well as a great many other noninstitutional learning opportunities (in which as many as 32 million people may participate)."

Recognizing the broad scope of postsecondary education, the Commission adopted and recommended to the nation the following definition, encompassing the 2,900 traditional collegiate institutions and the 7,000 noncollegiate institutions: *Postsecondary education consists of formal instruction, research, public service, and other learning opportunities offered by educational institutions that primarily serve persons who have completed secondary education or who are beyond the compulsory school attendance age and that are accredited by agencies officially recognized for that purpose by the U.S. Office of Education or are otherwise eligible to participate in federal programs.*

A fifth objective is *institutional excellence. Postsecondary education should strive for excellence in all instruction and other learning opportunities, and in research and public service.*

There is no simple solution to the problem of measuring excellence. Nevertheless, the Commission reaffirmed the necessity for and desirability of excellence in every form of postsecondary education, and urged that the search for measures of excellence be continued, because the search itself will encourage efforts to achieve excellence.

While there is currently little understanding of the relationship between financing and excellence in postsecondary education, evidence suggests that a strong relationship exists.

Institutional independence is the sixth objective. *Institutions of postsecondary education should have sufficient freedom and flexibility to maintain institutional and professional integrity and to meet creatively and reponsively their educational goals.*

Current evidence indicates that institutions that receive primary financial support from a variety of public or private sources are neither more independent nor better able to achieve their educational objectives than those primarily dependent on a single source of support. The relative availability or scarcity of financial resources, regardless of number of sources, is probably the most significant factor affecting institutional independence.

Seventh is *institutional accountability. Institutions of postsecondary education should use financial and other resources efficiently and effectively and employ procedures that enable those who provide the resources to determine whether those resources are being used to achieve desired outcomes.*

Independence and accountability must be balanced so that the interests of students and the general public do not become subordinated to those of the institutions. This is not to say that postsecondary institutions have been irresponsible in this sense in the past, but rather that in the future they must not lose sight of the interests of those they serve. They must respond positively to the new expectations for accountability. I quote from the Commission's report:

> The current demand for greater accountability assumes that the previous efforts of fiduciary accounting and reporting will be continued and, to the extent possible, improved. In addition, the new expectations for accountability call for:
>
> 1. Accounting for the use of resources in relationship to the achievement of specific objectives — funders may want to know how much institutions spend (including cost per student) to achieve an objective and to what extent the objective is achieved.
> 2. Demonstration that the resources available are used efficiently — funders want to know if the resources are being used in order to achieve maximum productivity; and
> 3. Evidence that institutional objectives selected reflect the needs of citizens in their roles as students, society, and funders — and it cannot be assumed that their objectives are always identical.

The Commission reached the following conclusions, also worth quoting:

1. The most useful unit cost data for administrators and policy makers are the direct, indirect, and full (direct plus indirect equals full) annual per-student costs of instruction for each major field of study, level of instruction, and type of institution.
2. Cost-per-student calculations are technically possible for most instructional programs at most institutions; however, the currently available procedures do not fully reflect the complexities of those institutions that offer a combination of instruction, research, and public service programs or a combination of vocational and academic programs.
3. Policy makers should not rely solely on annual per-student costs of instruction for the development of policy in postsecondary education.

The Commission made the following recommendations:

1. The federal government should provide continuing leadership in encouraging and developing national standard procedures, appropriate to each type of

institution, for calculating the direct, indirect, and full annual cost of instruction per student by level and field of study.

2. Interim national standard procedures for calculating those costs per student should be adopted by the federal government to be implemented by institutions on a voluntary basis. Cooperating institutions should receive financial assistance to cover costs related to implementation of the interim procedures and reporting their cost information. (The Commission has suggested interim national standard procedures, which are described in a separate staff document.)
3. Federal support should be provided for the development and reporting of financial and program data to supplement and extend the cost-per-student data. Examples of suggested additional financial data may be found in this chapter [Chapter 8. — Ed.].
4. The federal government should ensure that the data base assembled by this Commission is updated, maintained, and made available to appropriate public and private agencies.
5. The federal government should support a national center for educational information with the responsibilities and characteristics listed in the text of this chapter [Chapter 8. — Ed.].

Finally, I want to talk about the eighth objective, *adequate financial support. Adequate financial resources should be provided for the accomplishment of these objectives. This is a responsibility that should be shared by public and private sources, including federal, state, and local governments, students and their families, and other concerned organizations and individuals.*

Accomplishment of all the previous objectives is directly dependent on the provision of adequate financing, and it will be possible to accomplish all of the objectives only with an increase in the present level of financial support.

State and local governments should provide the basic institutional capability to offer a variety of postsecondary educational programs and services according to the needs of their citizens. The federal government should accept major responsibility for financing postsecondary educational programs that serve goals and priorities that are primarily national.

Students and their families should share in meeting the basic costs of their education to the extent of their ability to do so and to ensure their freedom to choose among programs and institutions. Alumni, foundations, corporations, and other private organizations and individuals should provide the supplementary support that traditionally has been a principal ingredient in assuring high quality among both private and public institutions.

In the real world of limited resources, hard choices must be made about the deployment of available financial resources for maximum effectiveness. Not all objectives will be accomplished, nor will progress toward their accomplishment be equal. Complex interactions among sources of funds and among the recipients of the funds force the careful study of financing patterns as a prerequisite to the allocation of resources. Those who advocate a particular financing plan should be able to provide some assurance that what they propose will produce the results they intend.

Let's outline the current financing pattern. In fiscal year 1972, the income of postsecondary educational institutions was about $29.5 billion. Of this $29.5 billion, 20 percent ($5.9 billion) was received from students and parents, 32 percent ($9.3 billion) was received from state and local governments, 27 percent ($8.1 billion) was received from the federal government, 9 percent ($2.7 billion) was received from gifts and endowments, and 12 percent ($3.5 billion) was received from auxiliary enterprises and other activities.

In addition to income to institutions, students paid an estimated additional $4.5 billion for subsistence and education-related expenses, including room, board, transportation, and so forth, not paid to institutions. Of this $4.5 billion, $3.4 billion was provided by students and parents and $1.1 billion was provided by the federal government.

The combined total of all initial sources of funds for postsecondary education (excluding opportunity costs) in 1972 was $34 billion. Of this amount, 35 percent ($11.8 billion) was paid by students and their families, 27 percent ($9.3 billion) was paid by state and local governments, 27 percent ($9.2 billion) was paid by the federal government, 8 percent ($2.7 billion) was paid for from gifts and endowments, and 3 percent ($1.0 billion) was paid for from auxiliary enterprises and other activities. (This excludes student payments to those enterprises for goods received.)

The level and nature of financial support vary greatly from state to state and from institution to institution, and these variations must be taken into account in developing effective national programs and policies.

In 1972, *public financing* for postsecondary educational expenditures *at institutions* amounted to $17.4 billion. Of this amount, 25 percent ($4.4 billion) was provided through students, 75 percent ($13.0 billion) was provided through institutions, and an additional $1.1 billion in public support was provided to students for living costs not expended at institutions.

In 1972, when all income sources are considered at once, of the $29.5 billion total income to institutions, 85 percent, or $25.1 billion, went to institutions and 15 percent, or $4.4 billion, went to students.

Tuition and other student fees have risen steadily as a percentage of total institutional income from 7.2 percent in 1961-62 to 21.9 percent in 1971-72. The

average tuition for private four-year institutions is currently four times that for the average public four-year institution. The cost of attending collegiate institutions of any kind has gone up rapidly over the past decade, growing more rapidly than per capita income and therefore becoming an increasing burden to those who must pay the cost.

The federal government operates over 380 separate support programs for postsecondary education, administered by more than 20 federal agencies. This figure surprised the Commission, as it no doubt surprises you. The amounts administered by the major agencies in 1972 can be shown in the following table:

Department of Health, Education, and Welfare	44.3%	$4,090.4 million
Veterans Administration	21.7%	$2,006.5 million
Department of Defense	11.7%	$1,082.6 million
Department of Labor	9.7%	$ 898.2 million
National Science Foundation	4.2%	$ 390.2 million
All other agencies	8.4%	$ 769.0 million
Total	100.0%	$9,236.9 million

Eighty-eight percent of all student aid came from the federal government in 1972 (primarily veterans and social security benefits), and 62 percent of all institutional support came from state and local governments.

REALITIES HAVING IMPLICATIONS FOR FINANCING POSTSECONDARY EDUCATION

The Commission's study, and particularly its analysis of more than 50 alternative financing plans, resulted in the identification of a number of realities that must be considered in the development of policy proposals for financing postsecondary education in the next decade.

State and regional differences in postsecondary education and its financing are so great that the development of a single national policy for financing postsecondary education is impossible, if not undesirable. The development of a rational set of policies for financing postsecondary education in our pluralistic system requires an understanding of the interactions that occur between and among the demand for postsecondary education services by students and society, the supply of postsecondary education services by institutions, and the financial support of postsecondary education by federal, state, and local governments, students and their families, and other concerned organizations and individuals. It demands also an understanding of the future impact on the postsecondary education enterprise of implementing such a set of policies.

There is evidence that we can understand these interrelationships and impacts sufficiently to employ a knowledge of them in improving policy decision making in postsecondary education.

Let's talk about a few new realities. Enrollments have stabilized in postsecondary education and, unless social attitudes toward lifelong learning result in increasing numbers of recurring students — a big if — future planning must be based on the assumption that enrollments will continue to be stable. A substantial financing and programmatic effort must be mounted if we are to fulfill the promise of equal access to ethnic and racial minorities, persons from low-income families, and women. To avoid placing the primary burden for doing so on the middle-income family will require substantially greater effort. Further, the new eighteen-year-old age of majority is likely to affect postsecondary education in major ways that are not yet easily determined. Yet another near certainty is that institutions of postsecondary education will be under strong pressure to increase their productivity to match rising costs.

The availability of public funds for postsecondary education is dependent upon some rather obvious variables, such as the economic conditions of the nation and individual states, the attitudes of government officials and elected representatives toward the need for funds for postsecondary education in relation to other demands for public funds, and the attitudes of elected representatives toward the operation and relevance of postsecondary education.

Societal expectations with regard to skill levels and individual development are substantially higher today than they were 10 years ago, suggesting that universal access to two years of postsecondary education may soon become a significant social demand. Moreover, the Census Bureau projects an overproduction of bachelor's degrees relative to jobs requiring them by 1980. And unemployment and/or underemployment among individuals with doctoral degrees is currently substantial.

What can we say, in view of all this, about guidelines for financing patterns?

At any given level of financing, assistance plans for target groups (such as grants to needy students) are more effective for improving student access than general student assistance (such as tuition reduction). Increases in the effective price (tuition minus student aid) of postsecondary education — the price the student must pay — result in decreases in enrollment; conversely, decreases in the effective price result in increases in enrollment.

Increased spending for student grants, if the extrapolated 1972 patterns of financing and enrollment

continue, would result in proportionally larger increases in enrollments in the private collegiate and noncollegiate institutions than in the public sector, and enrollments in the public two-year colleges would not grow so much as might be expected.

If the family income eligibility ceiling for student grants were changed from $15,000 to a lower level, the Commission determined that the enrollment of students in the $10,000 to $15,000 range would decrease slightly, while the enrollment of students in the under-$10,000 family income group would increase.

Expanding student access to postsecondary education through increased student grant financing would require institutions to seek supplemental financial assistance to meet additional costs induced by the enrollment growth.

Financing policies that emphasize increasing tuition generally are based on one or more of the following assumptions: (1) there is, or soon will be, an oversupply of postsecondary education services and degrees; (2) the portion of public revenues dedicated to postsecondary education is too large; and (3) requiring the individual to pay for a larger share of his education will bring about a better equilibrium between individual desire for, societal demand for, and institutional supply of postsecondary educational services.

Financing policies that emphasize increases in student aid, on the other hand, generally are based on one or more of the following assumptions: (1) equality of student access is not yet satisfactorily achieved, and (2) increasing the flow of funds to postsecondary education through students will permit students to choose programs better suited to their needs and, at the same time, cause institutions to become more responsive to student and societal needs.

Financing policies that emphasize increases in general institutional support generally are based on one or more of the following assumptions: (1) institutions are facing severe financial distress, (2) the quality and diversity of postsecondary education programs are being threatened, and (3) policies aimed at increasing student access (particularly for low-income groups) induce additional costs on institutions not provided for in any other way.

Financing policies that emphasize increases in categorical support to postsecondary education generally are based on the assumptions (1) that there are specific national and/or state concerns that must be addressed, and (2) that institutions of postsecondary education have considerable capability that can be directed at these concerns.

Clearly, a 400-page report cannot be reduced to a few pages without losing a great deal in substance and context, and therefore in meaning and interpretation. Further, the process of simply selecting these points as the most important introduces the personal viewpoint of the author. I want to urge you, then, toward careful consideration of the whole report. You will be rewarded with further clarification and more specific details, as well as the opportunity to correct for any bias I may have introduced, through your own independent evaluation.

Forecast of Changes in Postsecondary Education

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In 1972, the National Center for Higher Education Management Systems at WICHE undertook a study of possible future changes in postsecondary education. The study was based on a Delphi survey similar to the one used at the Legislative Work Conference. The panel of 385 individuals who participated in the Delphi included federal Congresspeople; state governors; state legislators; federal and state civil servants; foundation staff members; education consultants; members of state boards of education; college and university presidents, vice-presidents, administrators, deans, and department heads; faculty and students; and members of the education press. Over the course of five Delphi rounds evaluating 118 statements, a great body of material and data was produced. In general, the results of the Delphi can be summarized under six broad areas of postsecondary education:

1. Access and participation.
2. Competence and performance.
3. Educational structure and components (with major subcategories: program content, administration, faculty, and students).
4. Resource availability.
5. Planning and management.
6. Nontraditional education.

The purpose of my comments today is to present for each of these areas a set of general interpretations that have resulted from my analysis of the Delphi responses. I hope that the analysis will be helpful to those of you who wish to compare the results of the legislative Delphi with results generated by a broader spectrum of individuals involved in postsecondary education. Those interested in more information on the results of the NCHEMS Delphi can obtain from WICHE the publication entitled *A Forecast of Changes in Postsecondary Education.*

Access and Participation

Perhaps the most important area of agreement among the survey panel was that by the late 1970s postsecondary education will be more readily accessible to all. Students will tend to be more casual about their participation in the postsecondary education process. They will attend full-time when they think it suits their needs and part-time on other occasions. They will increasingly drop in and out of the educational process as they desire; but there is no evidence that high school students will delay entry into postsecondary education. The federal government will be a principal force encouraging this increased accessibility.

With increased accessibility, in what areas of postsecondary education will students participate?

At the graduate level, an increasing percentage of students will seek professional degrees as opposed to Ph.D. degrees. At the undergraduate level, there will be no discernible shift in emphasis from bachelor's degrees to associate degrees, but the proportion of students in vocational programs will increase, and the

manpower needs of society will receive increased attention.

Competence and Performance

While certification on the basis of competency will eventually become more routine, major changes are not likely to occur until after 1980, if at all. In the 1970s, little success will be met in modifying the rigid structure of certification and evaluation. However, it should be noted that student experience in the nonacademic community will be increasingly accepted for academic credit. The analysis also shows that the emphasis on grades will not decrease.

Structure of the Educational System

Postsecondary education will be more coordinated, the ease of transferability of credit will increase, and institutions will gradually begin to share resources. But the panel felt these changes would not tend to cause institutions to become more alike. The control that may influence changes in the postsecondary education structure will arise without increasing the emphasis of the federal government on developing a master plan for postsecondary education; it will come more from state-level agencies.

Program Content

The content of programs in postsecondary education will shift to give social problems and public service increased emphasis by the late 1970s. This will not, however, include ethnic studies, which will probably undergo a relative decrease in emphasis during this period. While institutions will place more emphasis on social problems, the role of institutions as direct change agents in society will not increase substantially.

Emphasis on research as a major program of institutions will tend to stabilize, but postsecondary education itself will be the topic of more of the research and development activities. In four-year colleges and universities there will be an increased emphasis on upper-division and graduate programs.

Faculty

The relationship of the faculty to management will be a subject of ferment during the 1970s. There will be an increase in collective bargaining. Understandably, then, the panel felt that faculty will not have a larger role in the formal governance of their institution. It is unlikely that faculty tenure will be eliminated, but the faculty will have less freedom relative to workload and activities. There will be an increased emphasis on teaching and little change in the "publish or perish" concept.

Students

Housing for students will generally be reduced. However, cutbacks in other student services such as recreation, health, and counseling will not be likely to occur until the late 1970s, if at all. Institutions will be likely to drop the *in loco parentis* concept. Institutions will not provide a larger governance role for students prior to the end of the decade.

Educational Technology

Changes in educational technology will occur later than other changes in the educational structure. Even after 1980, the emphasis on the techniques of teaching and processes of learning will not have changed relative to the emphasis on subject matter. Changes that seem likely to occur include increased flexibility and versatility in educational facilities and increased use of TV, computers, and new instructional technologies. The increased flexibility will extend to the facilities themselves, which will be used more hours of the day and more days of the year. The most distant prediction of the panel finds psychopharmacy and psychoelectronics unlikely to come into use to induce or augment learning before the 1990s, if at all; and the majority felt such a change should not occur.

Resource Availability

Funding sources will give closer scrutiny to the utilization of available resources, and new planning and management techniques will be used in this scrutiny. At the same time, the panel thought it unlikely that the general level of resources available to postsecondary education will decline. Smaller and smaller amounts will be spent for new capital construction in larger institutions.

In spite of the labels that may be attached, funding from federal sources will increasingly deemphasize general aid. Total federal and state dollars to private institutions and to students directly will increase during the next decade.

Planning and Management

Educational outcomes will be an integral part of the analysis of postsecondary education by the late 1970s. The use of new planning and management techniques will increase, as will the requirement for comparability and compatibility of data. The faculty and students involved in the governance of institutions will continue to support their individual group directions rather than the collective goals and objectives of the institution.

Nontraditional Education

The panel felt that the roles of nontraditional institutions vis-à-vis those of colleges and universities would

not change in the 1970s. This perceived stability is probably explained by the make-up of the panel, which was heavily oriented toward traditional higher education. It also no doubt reflects the fact that the survey was conducted prior to the passage of the new higher education legislation.

It is clear from the legislative Delphi and the small-group discussions at the Legislative Work Conference that legislators in the West are particularly concerned with problems of management, productivity, resource allocation, improved handling of student financial aid, and the accountability which cost-benefit analysis produces. For these reasons, I thought I might conclude my comments with some considerations of the implications of change on the planning and management of postsecondary education.

The forecast that postsecondary education will be more accessible to all leaves one with the question, "Just what is this increased accessibility?" The answer to this question may influence changes in management at the institutional, state, and national levels. As part of the process by which the federal government determines the financing plan for higher education, Congress will consider the impact of alternative financing plans on accessibility. Accessibility can mean access to admissions, access to continued success in higher education, or access to a degree or certification. The funds required for increased accessibility are much greater if it means removing the roadblocks to a higher degree rather than initial access to admission. The management process of the institution could also change in considering effective methods of dealing with potential dropouts and adjusting the system to ensure their access to a degree.

Institutional managers will need to find a way to cope with the admissions problems of increased numbers of in-and-out students — stopouts. One of the problems that will arise as more and more students drop in and out of the education process is the likelihood of a decline in stability of enrollments and a corresponding increase in the complexity of forecasts used to project enrollments. This means it will be more difficult to identify future needs for institutional capacity. A second problem will be to keep a complete history of students who have dropped out and their current educational status.

As the number of part-time students increases, administrators will be hard pressed to provide the necessary services, which in many cases require the same amount of administrative resources for processing full- or part-time students; and it will be much more difficult for higher education to deal with students as individuals.

Changes in the management of certification will be required to control the granting of external degrees and to prevent the establishment of "diploma mills." On the other side, accreditation associations will need management flexibility to deal with an increased variety of higher education institutions offering a wider choice of programs, including vocational programs. As credit toward certification is provided for work in areas other than formal academic programs, institutional management will need to develop methods to define the amount of credit to be given for work or service experience.

The changes in faculty and their relationship to the institution will require institutional management to live in a collective bargaining environment. The administrator may use information from faculty activity analyses to assist in the bargaining process, but the main problem the administrator will face is the decrease in resource flexibility as faculty-institution relations become more rigid. The solutions open to management may include revising hiring policies for the institution (i.e., joint appointments, part-time faculty, etc.) and making definite choices between faculty and new technology.

As public service gains increased importance and the research and instruction functions do not decline, management will have more difficulty in allocating funds to programs. The cost of new technological equipment for instruction will eventually present additional funding difficulties. This, coupled with a more rigid instructional structure (resource scrutiny, faculty relations, etc.), means the flexibility of dollars will decrease. There may be a shift in funds from certain student support activities, particularly housing, to other needy areas.

As state agencies become a major force in governance changes in education, institutional management will need to learn to live with this force as well as with an increased amount of federal interaction. The new management tools will give some basis for maintaining institutional control by providing the information necessary to communicate to and with federal, state, and faculty forces. There will also be an increasing need to develop and implement standard procedures for reporting and exchanging information. The use of such new planning and management procedures will take additional time of administrators and managers for understanding the new techniques and the information they can provide.

Management will in many cases be faced with the governance of an internal struggle between the forces supporting change and those opposing change. As the administration is forced to take sides in resolving such conflicts, the freedom of managerial movement relative to these opposing forces will be restricted.

Priority Listing of Needs From the Commissioners' Survey

In order to help the WICHE Commissioners guide and shape WICHE's program development, the WICHE staff conducted a survey of the Commissioners' views on the future needs and issues of postsecondary education in the West.

The survey used the Delphi technique to move toward a consensus on the issues and needs of higher education in the West. The 39 WICHE Commissioners were asked to prepare a list of the 5 major needs and issues they perceived. These lists were then consolidated into a questionnaire of 81 statements that the Commissioners were asked to evaluate on a 1-to-7 scale of importance. The evaluation asked them to rank each statement twice, once from their own state's perspective and once from the perspective of their priorities for WICHE programming. The initial results of the first three rounds (the list of 5 statements and two 81-statement questionnaires) were used as the basis for small-group discussions at the annual meeting. After these in-depth considerations, a final round was completed. This round asked Commissioners to evaluate on a 1-to-7 scale of importance each of the 81 statements. Two evaluation questions were asked for each statement: (1) "how important do you believe this need is in the West?" and (2) "in your opinion, what should be the WICHE priority for meeting this need?"

This round was then processed by computer. Among the analyses performed was the ranking of the 81 statements in terms of their score of relative importance. This priority list was completed on each of the two questions. However, only the priority list on western needs is included in this publication for comparison purposes.

Items 1 through 55 had scores of 4.5 or above, on the scale of 1-7, indicating that in the opinion of the Commissioners most of the needs listed on the Delphi were very important postsecondary education needs in the West. It is very important to note that these priority lists represent only a small part of the analysis which will be done on the Commissioner Delphi.

Priority order for question: *How important do you believe this need is in the West?*

1. To provide more, and more accurate, information about postsecondary education to legislators and the general public.
2. To coordinate institutions at the intrastate and interstate levels (possibly including states outside the WICHE region) to prevent costly proliferation and unnecessary duplication.
3. To develop criteria for a periodic evaluation of curricula in relation to present and future needs of society.
4. To provide quality education in the light of decreasing funding.
5. To provide adequate professional education.
6. To provide consistently adequate financing for postsecondary education.
7. To assure continued support of basic research.
8. To arrive at a proper balance between institutional autonomy and discretion on one hand and statewide coordination and accountability on the other.
9. To coordinate institutions at the intrastate and interstate levels (possibly including states outside the WICHE region) to allow joint financing of high-cost programs.
10. To examine the relationship between tenure and academic freedom.
11. To improve and expand professional continuing education, especially in health care.
12. To develop a competency basis for periodic review and reemployment of faculty.
13. To develop a system of continuing education to meet the needs of lifetime learning for all segments of society.
14. To prepare paramedical personnel to better meet the health needs of citizens.
15. To extend vocational-technical education.
16. To supply better information for potential students about programs and institutions.
17. To preserve university freedom of inquiry and research into the nature of man and his environment.

18. To define the objectives of postsecondary education in order to set priorities for realizing them.
19. To develop strategies to respond to a steady-state rather than a rapid growth situation.
20. To improve personnel policies (faculty and staff) regarding legal problems, collective bargaining, and labor negotiations.
21. To coordinate institutions at the intrastate and interstate levels (possibly including states outside the WICHE region) to facilitate student tranfer.
22. To study certification issues for emerging health care specialists.
23. To develop more sophisticated management information systems to measure program and financial accountability.
24. To relate offerings more closely to work opportunities at all levels: vocational-technical, undergraduate, and graduate.
25. To develop more work-study opportunities in degree programs.
26. To increase financial aid programs for students.
27. To improve and expand professional continuing education, especially in veterinary medicine.
28. To use innovative techniques, such as automated learning and instructional television, in teaching and research.
29. To provide in-service education for personnel and administrators of social service and health care agencies.
30. To develop a rational basis for apportioning cost between the student and government.
31. To provide opportunities for postsecondary education to all persons (broadened access).
32. To increase efficiency in health professions curricula.
33. To make available well-defined information about direct student assistance programs.
34. To evolve better methods for acquisition, control, and dissemination of new knowledge.
35. To research American Indian education in the West, including the state's role, career areas, and financing.
36. To determine what proportion of the total societal resources can realistically be expected to be allocated to postsecondary education.
37. To recognize the role and function of junior colleges and vocational schools in relation to four-year institutions.
38. To educate legislators in the proper use of new planning and management systems and tools.
39. To assess continuously the dynamics of the forces that shape postsecondary training and education.
40. To evaluate the importance of the educational environment in relation to learning.
41. To relate offerings more closely to work opportunities for all segments of the population, especially minorities and women.
42. To relate offerings more closely to work opportunities in the area of manpower forecasting.
43. To evaluate the needs of populations-at-risk (such as the elderly) and to develop programs and train people to meet these needs.
44. To recruit, retain, and promote students, faculty, and staff from all minorities (including women).
45. To adjust academic and nonacademic staffing patterns so as to provide the most competent possible staff when and where most needed.
46. To provide equal rights for women as students, faculty, and administrators.
47. To devote more resources to the health care fields in order to provide low-cost or subsidized medical services to the people.
48. To study the effect of the re oval of differential in- and out-of-state tuition rates on universities and student flow.
49. To relate offerings more closely to work opportunities to reflect new technological advances.
50. To evaluate the role of the university in society to determine if the university is trying to do too much, and, if so, to determine what the alternatives are.
51. To maintain quality education while increasing admissions and hiring of minorities and women.
52. To clarify the role of postsecondary education in helping minority groups attain social justice.
53. To improve and expand professional continuing education, especially in rural social services.
54. To recognize the human qualitative aspect of the educational process as well as the need for decision making based on quantitative data.
55. To reform graduate education to emphasize teaching and student research.
56. To remove politics and prejudice from determination of postsecondary educational policy.
57. To study the present liberal arts curricula of western colleges and universities in terms of the function and purpose of education.
58. To reduce the students' cost of education.
59. To develop more sophisticated management information systems to reflect the impact of postsecondary education on student development and on society in general.
60. To add programs in resource development.
61. To coordinate institutions at the intrastate levels (possibly including states outside the WICHE region) by developing a national student exchange system.
62. To provide adequate financing for community colleges.
63. To add programs in conservation and resource management.
64. To develop an orderly approach to nontraditional education.
65. To revitalize extracurricular activities that provide students with opportunities to work together, plan cooperatively, and develop leadership talents.
66. To interest professionals in the quality of their respective professional schools and training programs.
67. To evaluate the publish-or-perish philosophy in light of the knowledge explosion.
68. To improve organizational structure for administration by delineating duties and responsibilities of students, faculty, staff, administrators, regents, alumni, and legislators.

69. To evaluate the role of the university in society toward problems of economy in government.

70. To reexamine the role of intercollegiate athletics.

71. To add programs in consumer education and awareness.

72. To arrive at an understanding of how postsecondary education in the West can contribute to the understanding of urban problems and their treatment.

73. To extend community college curricula.

74. To reform graduate education to allow easier access.

75. To promote institutional grants from the federal government based only on full-time equivalent enrollments in each institution.

76. To emphasize the study of ethical standards of postsecondary education.

77. To add programs in training for child care center personnel.

78. To determine the role of the courts in solving the problems of postsecondary education.

79. To consider the special features that distinguish western postsecondary eduation from that of other regions in the nation.

80. To eliminate or substantially reduce services and programs, e.g., university extension and student services.

81. To develop legislative control of postsecondary education beyond the area of financing.

WICHE's Future Role

Dr. Robert H. Kroepsch,
Executive Director, WICHE

As was pointed out in the foreword, the events of the last decade and the changing attitudes of students, faculty members, and administrators have made the future of postsecondary education unclear. Perhaps more important, this unclarity has been amplified by the changing attitudes of the general public, members of the state legislature who represent them, and a host of government officials who serve them.

In the midst of this uncertainty, WICHE quite properly has its ear to the ground. In particular, it is attempting to discern what some of its major constituencies are thinking and what kinds of programs they believe they need in order to meet the problems and issues of postsecondary education in the next decade. The WICHE Commissioners, who are appointed by their Governors, and the state legislators are among our most important constituencies. For this reason, we have conducted Delphi surveys with each of these two groups. But beyond this, we are gathering information from a variety of future studies, and from the vast body of information and data that is produced annually in the books, journals, and newspapers of higher education. We are concentrating on the West in this research, but, as we look toward the future, we are paying attention to the nation as a whole, for the problems of the next few years are frequently too complex to be isolated in one region of the United States.

In order to facilitate an orderly evaluation of these sources of information, the WICHE Commission has created a Committee of the Future. While the structures and functions of this particular committee are still developing, it seems clear that the task of the committee will be to select problem areas where WICHE might concentrate its skills and resources. More specifically, once the committee has identified important problem areas, it will try to identify concrete programs which could make contributions to the solution of such problems. The Committee will evaluate their feasibility, their funding possibilities, and whether or not WICHE should be involved in their implementation. Finally, the Committee will continuously monitor WICHE's programs and evaluate their success and relevance.

To those familiar with WICHE as an organization, it will be clear that the Committee of the Future may ultimately bring some major changes to WICHE's past and current patterns of operation. The Committee of the Future will be functioning within the context of such basic questions as: What has been the historical background of WICHE programming? Are its current program thrusts relevant? What kind of organization does the Commission wish WICHE to be? Where is western education going? Should WICHE lead or follow, and how? Will the problem areas which are identified and the programs delineated for their solution be within the jurisdiction of WICHE as an organization? Could the proposed programs be more efficiently handled by other organizations? Are they related to the needs of the West? Do they reflect the interests of WICHE's major constituencies? A great number of other questions will also be considered.

At present, the WICHE staff is working with members of the Committee of the Future to develop a list of problem areas with high priority. The list will grow as the Committee evaluates position papers prepared by the staff. Moreover, the items on the list will shift as events change the face of postsecondary education in the West.

The Delphi surveys and the other studies and research WICHE has and will undertake over the next year represent a first step toward a systematic attempt to keep its diverse and talented staff responsive to the needs of the West. The relationship of the Committee of the Future to this attempt will be developed by the Commissioners. This coordinated activity demonstrates the deep concern of the Commission that WICHE always remain flexible and responsive to the changing patterns of postsecondary education in the West.

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LAU, Dr. Kenneth — Secretary of University, University of Hawaii System, Honolulu
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MILLS, George H. — Senator, Punaluu
KIYOSHI, Sasaki — Regent, University of Hawaii, Honolulu

IDAHO

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COBBS, Lyle — Senator, Boise
DAVIS, Dr. William E. — President, Idaho State University, WICHE Commissioner, Pocatello
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HIGH, Richard S. — Senator, Twin Falls
KOONTZ, Clyde — Legislative Auditor, Boise
SAXVIK, Robert — Senator, Burley

MONTANA

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WARFIELD, William — Representative, Livingston

NEVADA

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FORD, Jean E. — Assemblyman, Las Vegas
GETTO, Virgil — Assemblyman, Fallon
GOJACK, Mary — Assemblyman, Reno
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NEW MEXICO

GRANT, Philip R., Jr. — Representative, Albuquerque
LUNA, Fred — Representative, Los Lunas
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OREGON

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HANSELL, Stafford — Representative, Hermiston
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RIPPER, Jack D. — Senator, North Bend
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UTAH

BULLEN, Reed — Senator, Logan
DENNIS, Danniel S. — Representative, Roosevelt
DURHAM, Dr. G. Homer — Commissioner, State Board of Regents, WICHE Commissioner, Salt Lake City
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HUNT, Herber T. — Senior Legislative Analyst, Salt Lake City
JUDD, C. DeMont, Jr. — Representative, Ogden
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WASHINGTON

BRICKER, J. Arnold — Staff Director, Senate Research Center, Olympia
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HAMMOND, Marilyn — Senate Research Analyst, Olympia
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WYOMING

BARRRETT, Francis A., M.D. — WICHE Commissioner, Cheyenne
HORN, Vincent J., Jr. — State Planning Coordinator, Cheyenne
JONES, Richard R. — Senator, WICHE Commissioner, Cody
HELLBAUM, Harold — Representative, Chugwater
PHELAN, Elizabeth — Representative, Cheyenne
TOBIN, Dick — Senator, Casper
URBIGKIT, Walter C., Jr. — Representative, Cheyenne

OTHER STATES

BAKER, Dr. Merl — Special Assistant to the President, University of Missouri, Columbia

Small-Group Discussions

Table 1	Group Chairman:	Representative William L. Mathers (Montana)
	Staff Recorder:	Robert S. Hullinghorst
Table 2	Group Chairman:	Assemblyman Jean E. Ford (Nevada)
	Staff Recorder:	Dr. William Bergquist
Table 3	Group Chairman:	Representative Michael P. Bradner (Alaska)
	Staff Recorder:	Margie L. Lawrence
Table 4	Group Chairman:	Assemblyman John Vasconcellos (California)
	Staff Recorder:	Evelyn C. Rochell
Table 5	Group Chairman:	Assemblyman Mary Gojack (Nevada)
	Staff Recorder:	Dr. Joanne E. Arnold
Table 6	Group Chairman:	Representative Philip R. Grant (New Mexico)
	Staff Recorder:	Jo Eleanor Elliott
Table 7	Group Chairman:	Representative H. A. Goltz (Washington)
	Staff Recorder:	Dr. John M. Cohen
Table 8	Group Chairman:	Senator Ruth S. Stockton (Colorado)
	Staff Recorder:	John C. Staley
Table 9	Group Chairman:	Representative Philip D. Lang (Oregon)
	Staff Recorder:	Luis B. Medina
Table 10	Group Chairman:	Representative Stafford Hansell (Oregon)
	Staff Recorder:	Dr. Ursula Delworth
Table 11	Group Chairman:	Representative C. DeMont Judd, Jr. (Utah)
	Staff Recorder:	Dr. Terry A. Cline
Table 12	Group Chairman:	Senator William S. Garnsey (Colorado)
	Staff Recorder:	Stanley W. Boucher
Table 13	Group Chairman:	Representative Harold Hellbaum (Wyoming)
	Staff Recorder:	Ellen Hill
Table 14	Group Chairman:	Representative Ronald T. Halverson (Utah)
	Staff Recorder:	Gerald S. Volgenau

Small-Group Discussions Summary Reporters

The small-group reports were consolidated into three summary reports which were presented to the conference participants by three senior WICHE staff members.

Dr. Kevin P. Bunnell,
Associate Director, WICHE;
Director, Division of General Regional Programs.

Robert L. Stubblefield, M.D.,
Associate Director, WICHE;
Director, Division of Mental Health and Related Areas.

Gordon H. Ziemer,
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